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USSR Report

HUMAN RESOURCES



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LABOR

REGIONAL CONFERENCE DISCUSSES LABOR SHORTAGES IN SIBERIA

Novosibirsk IZVESTIYA SIBIRSKOGO OTDELENIYA AKADEMII NAUK SSSR in Russian No 1
(3 issues per year) Jan 86 pp 60-63

[Article by Valeriy Ivanovich Fedoseyev, candidate of economic sciences and junior scientific associate at the Economics and Organization of Production Institute of the Siberian Department of the USSR Academy of Sciences: "The Social and Cultural Development of Siberia"]

[Text] An intersectional meeting on the "Social and Cultural Development of Siberia" has examined a group of questions concerning the demographic and cultural development of Siberia and has reviewed the work results of the "Human Health in Siberia" and the "Education" sections.

Eleven reports were heard and discussed as stipulated by the program.

Most of the reports and most of the addresses made during the discussions were devoted to three groups of questions: 1) formation of the region's population and labor force, including the training and retraining of personnel; 2) utilization of social reserves for increasing production efficiency under conditions of scientific and technical progress; and 3) living conditions and the cultural development of Siberia's population, including territorial and social differences. The intersectional meeting held three sessions, corresponding to these groups of questions.

Academician T. I. Zaslavskaya addressed opening remarks to the participants in the intersectional meeting. She noted the pressing nature of the questions submitted for discussion at the intersectional meeting, the importance of analyzing them from all aspects, the need to determine on the basis of this analysis which problems of Siberia's social and cultural development are most important, and the necessity of working out recommendations for their solution, which can be used in developing the plan for the social and economic development of the USSR during the 12th Five-Year Plan and to the year 2000.

At their first session, the participants in the intersectional meeting analyzed the particular characteristics of Siberia's social and labor situation and the factors which condition this situation and then defined a set of measures to ensure effective development of the region's productive forces and solution of problems connected with Siberia's social and cultural development.

Speakers discussing the problems and prospects of forming the population and labor resources of Siberia were F.M. Borodkin and V.A. Kalmyk from the Economics and Organization of Industrial Production Institute of the USSR Academy of Sciences' Siberian Department, Ye. S. Krasinets from the Scientific Research Institute for Labor (NIITruda) in Moscow, and G.F. Kutsev from Tyumen State University.

It was noted that, during the next decade, Siberia's national economy will continue to have a labor shortage, which will retard economic development of the region, especially of such branches as construction and agriculture. In the opinion of the participants in the meeting, this results from large losses in Siberian labor cadres due to migration, particularly in the most promising categories (young and qualified workers and specialist), from a high level of personnel turnover in the region's basic sectors and from direct losses of working time connected with unsatisfactory organization of labor at enterprises in the region, violations of labor discipline, and high worker sickness rates.

A. E. Kotlyar (Central Scientific Research Laboratory for Labor Resources of the RSFSR State Committee for Labor, Moscow) discussed problems of the demographic balance between the working force and the system of working places.

In his opinion, the root of the problem of short labor supply in the national economy of Siberia is a disparity between the structure and growth rates of labor cadres on one hand and of working places on the other, which is a result of insufficiently broad use of labor-saving technologies in the region. This disparity manifests itself in the fact that, despite the existing labor shortage in the region, the number of working places here is increasing faster than the growth in labor resources. Under these circumstances, the most important thing is the orientation of the republic's ministries and departments toward realizing labor-saving technological and organizational policies in Siberia, based on the utilization of modern scientific and technical developments, forms and methods of organizing production. In this connection, the intersectional meeting (G.F. Kutsev and others) noted the need, as a first step, to carry out a full inventory of working places in Siberia. Particular attention must be given to reducing jobs which have harmful and dangerous working conditions, to getting rid of unskilled and physically demanding labor, and to standardizing work routines and conditions for women. These measures should not only ensure increased efficiency in the utilization of the region's labor resources, but should also facilitate improvement in the health of Siberia's population.

As V. N. Vragov and V. N. Turchenko noted, Siberia's national economic requirements for development in the areas of professional and technical, secondary and vocational, and higher education presently exceed the capabilities of the regional education system. The necessity of constantly attracting specialists and qualified workers to Siberia from other regions of the country is related to this. Moreover, F.M. Borodkin and V.A. Kalmyk emphasized, Siberia is losing qualified workers as a result of migration and the weak ties holding specialists who come from other regions.

V. N. Bragov (Novosibirsk State University imeni Leninskiy Komsomol) familiarized the participants in the meeting with the results of the "Education" section's work and with prospects for developing education in Siberia. The strategy of developing the education system in Siberia must ensure an end to the region's present backwardness as compared to other parts of the country as well as a qualitatively higher level of personnel training and retraining at all levels of the educational system. This problem is becoming particularly acute in connection with high priority introduction of modern achievements of scientific and technical progress into development of Siberia's productive forces. The meeting took special note of the need to consider Siberia's specific features as a quickly developing and sparsely populated region when establishing principles and a strategy for training and retraining personnel and when developing a network of educational institutions.

V.V. Bessonenko (Scientific Research Institute for Complex Problems of Hygiene and Professional Illnesses, Novokuznetsk) presented a report on the work results of the "Human Health in Siberia" section and also on experiences in carrying out the territorial and sectoral programs of the "Health" section.

The social factors of increased production efficiency were examined at the second session. In her address, Z.I. Kalugina (Economics and Organization of Production Institute, Siberian Department, USSR Academy of Sciences) analyzed the social and economic labor reserves in the cities of Western Siberia.

The results of a Novosibirsk experiment in the use of the collective contract were examined in a joint report from the employees of the Western Siberia Scientific Research Institute for Labor (I.S. Kirillov). Important measures from the viewpoint of mobilizing the social reserves for increased production efficiency include the development of social and economic experiments in applying the principles of the collective contract at sector, shop and enterprise levels, and also the application within the region of the results of the Ural experiment in greatly increasing possibilities for workers to perform extra work for pay by holding more than one job, on the basis of labor agreements, etc. Realization of these measures would facilitate an increase in the work output of personnel, which is particularly important in Siberia due to the shortage of manpower and the high relative costs of attracting and keeping it.

The meeting's participants noted that increased labor output from the workers is being slowed by the retention of shortcomings in production relationships, which relate to existing operating mechanisms.

P. V. Rybkina presented the results of a study of the utilization of the potential of workers employed in Siberia's agro-industrial complex (APK), which showed that increased independence of all groups of workers within their own areas of competence, along with a simultaneous balancing of rights, responsibility and duties, is the main way to improve the use of Siberia's labor potential. This is a way of strengthening the position of the workers as co-owners of socialist property.

Problems of the social and cultural development of Siberia were examined at the third session. The prospects of raising the living standards of Siberia's population and also the socioeconomic problems of newly assimilated regions were clarified in the addresses of L.A. Khakhulina (Economics and Organization of Industrial Production Institute) and G. F. Kutsev (Tyumen State University). P.P. Velikiy (Krasnoyarsk State University) devoted his address to an analysis of the cultural problems of workers in Siberia.

The meeting's participants carefully analyzed the reasons retarding the social development of Siberia: the backwardness of the region's construction base, the inadequate size and slow rates of growth of capital investments in the nonproduction sphere in Siberia's cities and villages, and their departmental character. It was noted that the specific characteristics of the region's development (difficult natural and climatic conditions, pioneering assimilation of large territories, and lagging development of the social infrastructure) demand that Siberia receive an increased share of all-union allocations for consumer purposes, accelerated development of housing construction, higher incomes for the population on the basis of applying regional coefficients to pensions, stipends, and financial benefits paid out of general funds for consumption, and equalization of the incomes of the urban and rural populations.

The results of the intersectional meeting were summed up in the closing remarks of academician T. I. Zaslavskaya.

The main problems in the area of Siberia's social development during the 12th Five-Year Plan and to the year 2000 were spelled out in the conclusions of the intersectional meeting. These are:

- (1) Improving the balance between development of the economy and of the region's population, bringing the number and structure of working places in public production into closer line with the existing labor potential, consistently striving to overcome the relative shortage of labor which tied to utilization of antiquated technology, a low level of production organization, and insufficient incentives for labor and economic activity.
- (2) Ensuring a higher level of education within the population and that trained personnel are qualitatively equal to the demands of scientific and technical progress.
- (3) Search for, justifying and approving new forms of economic relationships which will ensure better realization of the population's labor potential and real intensification of the economy.
- (4) Overcoming Siberia's backwardness, as compared to the European regions of the country, with regard to the complex of factors effecting the living standards of the population, ensuring that, by the end of the century, high priority living standards are met in Siberia in such areas as income, housing quality, supply of consumer goods, working conditions, the organization of health services, etc.

(5) Reducing differences in the level of social development between oblast, krays, the autonomous republics in Siberia, between cities and rural rayons, and between long inhabited areas and territories which are being intensively assimilated.

The intersectional meeting worked out specific recommendations for the successful solution of these problems in the area of Siberia's social development.

Along with these practical recommendations based on the results of its work, the intersectional meeting established the following scientific directions in the area of Siberia's social development, which require study during the 12th Five-Year Plan:

(1) The provision of methodologies and methods for developing complex special purpose programs for the socioeconomic development of the oblasts (krays), autonomous republics, cities and rural rayons.

(2) Study of the objective laws of population formation and regeneration, of the dynamics of demographic processes, of interregional and rural-urban migration, and the development of well-substantiated recommendations for improving management of these processes.

(3) Study of present and prospective personnel requirements of Siberia's national economy, taking account of professional and skill characteristics, and the introduction of effective methods of organizing the training and retraining of personnel.

(4) The development of scientific principles for the organization of health services, taking account of climatic and geographic as well as production factors, and also of the ethnic characteristics of Siberia's population.

(5) The development and experimental testing of ways to increase the efficiency of the utilization of the labor potential of the population; study of the social mechanism of the development of a regional economy, planning and testing means for its improvement.

(6) Research into the structure of the material needs of the social, professional and territorial groups of the region's population, determination of priority paths for raising the living standards of the region's various population groups.

(7) Study of the spiritual and social requirements of social groups and of the level and way they are being satisfied; development of a general concept of

cultural development, differentiated by oblast (kray), ASSR, city and village, by long-settled regions and regions undergoing intensive assimilation, and by national and ethnic groups of the population.

(8) Study and substantiation of effective methods of settlement and social organization of new industrial zones and regions, formation of the necessary permanent population in them. its adaptation to natural and climatic conditions, the utilization of watch and other methods of organizing labor.

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LABOR

ZASLAVSKAYA, OTHERS ON PROBLEMS OF LABOR MIGRATION TO SIBERIA

Novosibirsk IZVESTIYA SIBIRSKOGO OTDELENIYA AKADEMII NAUK SSSR: SERIYA
EKONOMIKA I PRIKLADNAYA SOTSIOLOGIYA in Russian No 1, Jan 86 (3 times yearly)
pp 36-45

[Article by Zslavskaya, Tatyana Ivanovna, academician, chief of the division for social problems of the Institute of Economics and Organization of Industrial Production of the Siberian Branch of the USSR Academy of Sciences, Kalmyk, Valentina Abramovna, candidate of economic sciences, chief of the sector for labor resources in the standard of living of the population in Siberia of the IEIOPP of the Siberian Branch of the USSR Academy of Sciences, and Khakhulina, Lyudmila Aleksandrovna, candidate of economic sciences, senior scientific associate of the IEIOPP of the Siberian Branch of the USSR Academy of Sciences: "Problems of Social Development in Siberia and Ways of Solving Them"]

[Text] The rates and effectiveness of the development of productive forces in Siberia and the introduction of the achievements of scientific and technical progress here are determined largely by the provision of the farms with personnel, their stability, their skills and their labor and economic activity. The rating of the national economic effectiveness of labor resources in Siberia is the highest in the country. Yet the region's economy is characterized by a labor shortage, which explains the local efficient of shift work of installed equipment and the existence of vacant positions in many occupations. The supply of labor force is especially weak in construction and agriculture. The critical shortage of skilled permanent workers is frequently combined with above-limit overall numbers of workers in individual enterprises.

Long-range calculations show that because of the intensive economic assimilation of Siberia the region's need for labor force will inevitably increase. What with the shortage of labor resources in the European regions of the RSFSR and the weak territorial mobility of the population of the union and autonomous republics, the flow of immigrants will hardly increase in the next 10-15 years. Consequently, up until the end of this millennium the region's economic development will take place under conditions of a strained balance of labor resources. The radical solution to the problem is to consistently change all branches of production over to labor-saving technologies, to increase the energy availability for labor, and to provide

the best machines which are capable of greatly retarding the growth of the region's need for labor. But mass assimilation of these technologies and the introduction of new machines, in the first place, require a good deal of time and, in the second place, they essentially increase the qualitative requirements placed on the labor force: its stability, reliability and skills. This is a strategic direction for solving the problem of providing Siberia with labor force. At the same time an analysis of the immediate reasons for the insufficiency of labor in many Siberian regions shows the existence of certain reserves whose utilization could essentially ease the shortage of labor resources. The most important of these factors are: 1) the lack of a balance between the demand for labor force and existing labor resources; 2) incomplete utilization of the labor potential of the workers; 3) the inadequate level of their general and specialized education; and 4) the lower standard of living of the population of Siberia as compared to the European regions of the country with respect to a number of most important indicators, which causes an outflow of able-bodied population from the Eastern regions. Let us discuss these factors in more detail.

1. The quantitative and qualitative change in the system of jobs in Siberia does not correspond to the dynamics of the region's labor resources. New production, including in inhabited regions, significantly predominates over the reconstruction of existing enterprises. Thus in 1983 more than half of the new construction projects in the republic were located in Siberia. With the creation of new enterprises and construction sites it is intended to provide them with labor force not through releasing and redistributing workers from other productions, but primarily from external sources. The result of this is the underloading of capacities both of newly introduced and of functioning enterprises, a low coefficient of shift work on installed equipment, and a large number of unoccupied work positions. Underloading of production capacities ends up in a reduction of the return from the fixed production capital and the growth rates of labor productivity. The existence of vacant jobs stimulates increased labor turnover, whose intensiveness in industry and construction of Siberia during the past 10 years has regularly exceeded the average republic level. At the same time it is typical of many enterprises of Siberia to retain less efficient jobs and outdated equipment for a long period of time. This brings about large volumes of less skilled manual labor, frequently with harmful and dangerous working conditions. The development of the system of jobs in the cities and rural areas of Siberia is in need of more effective planning and control.

One should also take note of the insufficiently intensive utilization of the supply of working time. This is manifested in entire days of idle time, losses of time within shifts, absences, and also the ever increasing duration of interruptions in work when workers change from one enterprise to another (it amounts to an average of about a month).² The weakness of administrative and economic levers which impede the formation of above-normative numbers of industrial production personnel at enterprises also contributes to the appearance of an artificial labor shortage.

2. It is of decisive significance to create socioeconomic conditions wherein every worker would work better and harder. According to data of sociological research conducted by the sector for labor resources and the standard of

living of the IEIOPP of the Siberian Branch of the USSR Academy of Sciences in conjunction with the RSFSR (Central Statistical Administration, about 80 percent of the urban workers and 70 percent of the rural workers of Western Siberia of those questioned) think that they could work better and with a greater output if material and technical supply were arranged better, conditions and organization of labor were improved, housing conditions were improved, and there were more places in children's preschool institutions and passes to sanatoriums and preventive medical facilities. For better utilization of the labor potential it is necessary to have a system of socioeconomic relations whereby shock labor is actively encouraged and there are penalties for negligent labor. And although this problem is crucial for the entire country, for Siberia as a region with the labor shortage it is especially important to solve it.

Additional labor from that part of the Siberian population which is actively striving to increase its private income and at the same time have unutilized ability to work can be a significant reserve for reducing the shortage of workers. Data from our sociological investigations show that in 1984 17 percent of the workers questioned in the cities of Siberia had additional paid work and another 27 percent would like to have it. Approximately half of those who wish to work more prefer some form of combining work, 16 percent--a labor agreement, 13 percent--seasonal work, and 11 percent--hourly additional earnings. Those desiring to work more are employed mainly in material production (47 percent--in industry, 14 percent--in construction--and 7 percent in transportation). They are at their most active working age, and they have fairly high skills and a large amount of work experience. The utilization of this significant reserve of additional labor corresponds fully both to the personal interests of the workers and to social interests.

3. Increasing the education and skills of the workers is also one of the channels for reducing the labor shortage, for the higher the quality of the labor force, the fewer the people required to obtain the same volume of output. Constant renewal of education is also one of the factors that provide for success of scientific and technical progress. So far the occupational-skill composition of the personnel in Siberia is worse than in other regions of the country. Although during the 1970's the level of general education of the population increased here, it still falls short of the average republic level. According to data of the all-union census, as of the beginning of 1979 in all oblasts and krais of Siberia except for Tomsk Oblast, the proportion of people with higher, secondary specialized and secondary general (complete) education among those employed in the national economy was less than the average for the RSFSR by 4-12 percentage points, and this difference was greater for men. It is an alarming fact that during the years of the 10th and 11th Five-Year Plans there was a reduction of the number of people trained as agricultural machine operators in Western Siberia, which to a certain degree impedes the introduction of the achievements of scientific and technical progress into agriculture. It is also necessary to accelerate the increase in the skills of machine operators. The inadequate development of the sphere of general and specialized education as compared to the needs of the national economy of Siberia and the poor development of the system for increasing qualifications and retraining personnel lead to the need to enlist a large of specialists and skilled workers from other regions of the country who find it

difficult to adapt to the conditions in Siberia and cannot always be persuaded to remain there.

4. The provision of the Siberian national economy with labor force of the necessary quantity and quality depends on the nature of the migration exchange of population with other regions of the country. The 1960's were characterized by a significant outflow of population from Siberia. During this period because of migration the region lost up to half of its natural increase of able-bodied population. During the 1970's the indicator of migration dropped severalfold. Not only the favorable nature of the demographic processes (a certain increase in the birth rate, a reduction of death from old age among the urban and rural population, a tendency toward a young composition of the population), but also a certain weakening of the differentiation of the conditions for life between the Western and Eastern regions of the country contributed to this.

Now Siberia has a positive balance of migration of able-bodied population, but it owes this mainly to regions that are newly assimilated--the north of Tyumen Oblast and the BAM zone, while the old inhabited regions continue to lose population in exchange with the Central, Volgo-Vyatka, Donetsk-Dnepr, and Northwest regions of the country, and also Moldavia and the Baltic area. The attractiveness of newly assimilated zones is linked primarily to the high wages which make up for the unfavorable influence of the climate, the difficult working conditions and the poor social provisions in the territory. But the increase in the overall number of workers is achieved here at the price of a very high turnover of population that is coming and going.

The outflow of able-bodied population from the cities and rural areas exacerbates the shortage of labor force, slows up the growth of output from agriculture and industry, and prolongs the time periods for constructing facilities for industrial purposes and in the sphere of services to the population. The part of the urban population which intends to leave Siberia in the next 2-3 years gives as a reason for this step the desire to live in more favorable climatic conditions, to have a better supply of food and industrial goods, to improve their housing conditions, and to live closer to the cultural and social centers and locations of organized recreation (see Tables 1, 2). The fact is that in the view of the population Siberian regions "lose out" as compared to European ones with respect to the complex of living conditions: the more severe climatic conditions are not yet compensated for by a better level of public service here, more extensive construction of housing, or the supply of high-quality industrial goods and food products.

An excessive outflow of population is also typical of rural areas of the region, and it encompasses mainly youth, skilled workers in general occupations and specialists. The reduction of the intensiveness of migration from rural areas which was observed at the end of the 1970's and in the 1980's was only partially linked to the improvement of the living conditions for the rural population. To a considerable degree it is a consequence of the change in the age structure and the reduction of the proportion of younger people.

Table 1--Potential Mobility of Workers in Public Production (Selective Investigation of Urban Residents of Western Siberia, 1984, %)

<u>Migration Intentions</u>	<u>Intentions Regarding Job</u>			<u>Result</u>
	<u>Will or Possibly</u> <u>Will Change</u>	<u>Do Not Intend</u> <u>To Change</u>	<u>Difficult</u> <u>To Answer</u>	
Will leave or possibly will leave	17.4	--	1.5	18.9
Will not leave	18.4	49.0	2.8	70.2
Difficult to answer	4.9	5.3	0.7	10.9
Total	40.7	54.3	5.0	100.0

Among the reasons for leaving, for rural residents the proportion of those related to the supply of foodstuffs, family circumstances and their health condition is close to that among city dwellers. But in rural areas there is a much higher level of dissatisfaction of the population with the conditions and content of labor, and also housing conditions. Thus the problem of further improving working conditions and raising the standard of living of the population in Siberia remains crucial from the standpoint of retaining personnel both in the cities and in the country.

Table 2--Structure of Reasons for Potential Migration of Working Population of Western Siberia, %

<u>Group of Reasons</u>	<u>Rural Population</u>			<u>Urban Population</u>
	<u>1967</u>	<u>1977</u>	<u>1982</u>	<u>1984</u>
Natural and climatic conditions of region	2	5	1	21
Housing conditions	6	8	21	15
Supply of consumer goods and services	17	19	15	15
Cultural service and possibility of advancing education	3	3	6	12
Conditions and content of labor	16	19	22	5
Wages	7	2	3	6
Family reasons and health	8	13	16	20
Way of life as a whole	13	6	2	0
Other reasons (including uncertain answers)	27	27	14	6

5. The implementation under the 9th and 11th five-year plans of social programs toward improving the well-being and cultural development of the population of Siberia and improving the conditions for their labor produced fairly appreciable results. Wages in branches of material production increased more rapidly than they did on an average for the RSFSR, as a result of which during the period of 1970-1982 alone the monetary income from the population increased 1.7-2-fold. At the same time there was development of spheres that provide for realizing this income. The per capita retail

commodity turnover during this period increased 1.8-fold (in the RSFSR--1.7-fold). With respect to providing the population with the number of durable goods Siberia outstripped many regions of the republic. The per capita volume of consumer services has increased 3.5-fold during the past 20 years in the cities of Siberia and 8-10-fold in rural areas.³ This contributed to improving the conditions for the daily activity of the population and for housekeeping. Housing construction has been carried out on a large scale. The rates of introduction of dwelling space in regions of Siberia were higher than the average for the republic, and in rural areas and newly assimilated regions they were the highest in the country. Because of this the volume of the collective housing fund in Siberia increased 3.5-fold during 1960-1983, and the average provision of overall dwelling space per one resident increased 1.5-1.6-fold. The growth of the supply of various elements of housing was from 2-fold (running water, sewerage) to 4-6-fold (hot water, baths and showers). The construction of housing was accompanied by the development of the sphere of consumer services and medical and cultural services.

Large positive changes have taken place in rural areas, especially in the production sphere. During the past 15 years alone the technical supply for agricultural labor increased 3.5-fold and manual labor has been replaced to a significant degree. The sanitary and hygienic conditions for the labor of the workers have improved significantly. The higher level of mechanization, the positive changes in the working conditions, the reduction of the length of the working day, and the more regular granting of days off and vacations to the workers have led to an appreciable increase in the level of satisfaction of the population with the work they perform. From 1967 through 1982 the proportion of rural workers who regard their labor as physically difficult decreased by almost half and, correspondingly, the proportion of those who rate their labor as easy increased by almost 5-fold. The proportion of workers who are dissatisfied with their labor decreased by half.

The scale of construction of housing in rural areas was expanded greatly. During the past 20 years it has been done mainly with state and kolkhoz-cooperative funds. The housing fund has been significantly updated, the level of provision of conveniences has increased, and the proportion of multiroom homes and apartments has increased. Thus 80 percent of the housing constructed during the 1970's-1980's was provided with hot water, 68 percent--baths and shows, and 64 percent--sewerage. The proportion of two- and three-room residential units had increased to 74 percent by the beginning of the 1980's. All this shows the fruitfulness of the efforts undertaken by local Soviet agencies, kolkhozes and sovkhozes in order to improve housing conditions for the rural population. The program for social transformation of rural areas has produced and continues to produce important results.

While giving a positive evaluation to the results that have been achieved, it is still necessary to note that with respect to a number of the most important indicators the standard of living of the population of Siberia remains lower than it is in the European regions of the country.

Perhaps the most crucial is the problem of further improving housing conditions. In spite of the high rates of introduction of new buildings and apartments the housing problem is more crucial in all krais and oblasts of

Siberia than it is in the majority of other regions of the RSFSR. Thus the Tuva and Buryat ASSR's, and Tomsk, Tyumen and Chita oblasts are included in a group of regions with the worst housing conditions in the RSFSR: the average provision of the population with overall dwelling space here is lower than that accepted as the social normative (13.5 square meters) by 15-20 percent. In Irkutsk, Novosibirsk and Omsk oblasts and Altay and Krasnoyarsk krais, which are in the groups of regions with housing conditions that are lower than the average level, this indicator averages 5-10 percent less than the normative. Even in Kemerovo Oblast, which has the best indicators for housing conditions for the population among the Siberian regions, it is only at the average republic level.

The differentiation of housing conditions within Siberia (between the city and the country; various types of cities, oblasts, zones and rayons) is also fairly great. Thus, for example, the differences in the average provision of dwelling space for the population of the cities of Nizhnevarotovsk (the north of Tyumen Oblast) and Mezhdurechensk (Kemerovo Oblast) reached 2 square meters. The proportion of families living in apartments with all of the conveniences in the former is 42 percent and in the latter--87 percent. Therefore it is no accident that half of the urban population of Western Siberia who were questioned relate the solution to their living problems primarily to improving housing conditions. This reason is also one of the leading ones in explaining the intentions of the population of Siberian cities to migrate.

A comprehensive evaluation of the level of public service that was made taking into account the level of consumption by the population of the main kinds of services and the territorial density of the network of service institutions, was lower in Siberia than in the European regions of the RSFSR. This is largely related to the lower density of the network of settlement and correspondingly the lesser territorial accessibility of service institutions to the population, especially the rural population.

Under the 11th Five-Year Plan the sphere of public service to the population in Siberia developed more slowly than it did in the European regions of the republic. While, for example, in 1970 for every 1,000 residents of Western Siberia there were 13.5 hospital beds more than the average for the RSFSR, in 1983 there were only 8.8 more. We have not yet overcome the region's arrears with respect to providing the population with physicians. There has been a considerable deterioration of the situation with providing children with places in preschool institutions. While in 1980 Siberia was practically on the same level with the European regions of the RSFSR with respect to this, in 1984 the number of places in these institutions per 1,000 children in Eastern Siberia was 62 less and in Western Siberia--91 less than the average for the republic.

During the years of the 10th and 11th five-year plans the balance became stronger between the monetary incomes of the population and the provision of commodities for them and there was a certain improvement in the supply of valuable food products for the population (meat and dairy products, fruits and vegetables). In six out of the 11 krais and oblasts of Siberia the per capita consumption of meat is still less than the average for the RSFSR. According

to the results of a sociological questioning of the urban population of Western Siberia, about half of the families mention the inadequate supply of meat products and fruits, and 33 percent of the families--butter and vegetables. During the first 3 years of the 11th Five-Year Plan there were no significant changes in the level of consumption of these products in the majority of regions of Siberia. In Eastern Siberia the problem of the quality of nutrition for the population was more clearly marked than in Western Siberia.

As was noted, one of the factors in drawing population from other regions of the country to Siberia has traditionally been the higher wages. Yet during the past 20 years the average annual rates of increase in wages for workers and employees in Siberia have changed more significantly than in other regions of the country, and by 1981-1982 they were practically the same as the average republic level. At the present time in a number of regions of the southern zone of Siberia the average total income of families is not quite adequate to compensate for the high cost of living which is registered in the corresponding rayon coefficients. It is no accident that 42 percent of the urban residents and 21 percent of the rural residents of Western Siberia who were questioned associate the possibilities of improving the lives of their families primarily with higher incomes. It should be noted that the residents gave the shortage of money as the primary reason why they could not go on vacation to union recreation centers. Under the conditions of the weak development of the network of sanatoriums and recreation spots, the distance of the region from the existing recreational centers and the short summer, this becomes a serious impediment to complete restoration of the health and frequently contributes to the formation of circumstances whereby people move from Siberia to regions with less severe natural and climatic conditions.

Siberia's arrears in the area of housing and cultural-domestic construction is determined by at least two circumstances: first, the imperfection of planning and projection of the development of the nonproduction sphere, especially in newly assimilated regions, and, second, the regular failure to fulfill plans in this area. In many cities the structure of the nonproduction sphere is not balanced either with the distribution of production or with the number and composition of current population. There are frequent cases in which enterprises with several thousand jobs are put into operation when less than half of the capital investments in the social and domestic infrastructure have been assimilated. In newly assimilated regions there is not enough family housing and young people are forced to live in dormitories for years. At the basis of such blunders are usually unrealistic predictions of the growth rates of the population, particularly changes in the family structure, which are frequently drawn up under the influence of narrowly conceived departmental interests.

One cannot but note the inadequate volumes of capital investments in the nonproduction sphere of Siberia, which in no way take into account the fact that a considerable part of the region's territory is in the stage of active assimilation. In the majority of Siberian cities the proportion of nonproduction capital investments is lower than in the European cities, although it should be the opposite. But even the funds allotted for the development of the social and domestic infrastructure are not fully

assimilated because of the weakness of the material and technical base for construction, the inadequate production of local construction materials, the lack of skilled builders and their high rate of turnover. All these shortcomings are manifested especially strongly in rural areas. The essential arrears in nonproduction construction reduces the social effectiveness of the assimilation of Siberia.

The factors conditioning the inadequacy of labor resources in Siberian regions are interconnected. They form a complex "syndrome" of problems whose solutions require a comprehensive approach. The overall strategy for Siberia's social development consists in the development and implementation of measures for overcoming the aforementioned tendencies. The main points of this strategy were developed in the form of the concept of the social development of Siberia up until the year 2000 in the Institute of Economics and Organization of Industrial Production of the Siberian Branch of the USSR Academy of Sciences, and then they were discussed and significantly augmented by participants in the all-union conference on the development of productive forces in Siberia and the acceleration of scientific and technical progress.

The point of departure for the concept is the need to increase the balance between supply and demand for labor in the region and to implement a complex of measures for streamlining the processes of the formation and utilization of labor resources on the one hand and developing a system of work positions on the other. The all-union inventory of jobs which has been conducted recently with an elimination of the least effective of them should be carried out at accelerated rates in Siberia. This will make it possible in a short period of time without harm to the final result to appreciably reduce the number of work positions in the region and to reduce the labor shortage.

Special attention should be devoted to reducing the proportion of jobs with harmful and dangerous working conditions, eliminating unskilled manual labor and physically difficult labor, and improving conditions for the labor of women. These measures will make it possible to utilize the labor of workers and public production more effectively.

The concept gives consideration to socioeconomic conditions that can provide for more complete utilization of the labor potential of workers employed in public production. Further dissemination and development of the Novosibirsk socioeconomic experiment which consisted in the introduction of the collective contract not only for brigades but also for production sections, shops and small enterprises, is promising in this respect.⁴ In agriculture good results are produced by the all-encompassing collective contract with a check system for intrabusiness accounts.⁵

A reserve of no small importance for increasing the balance of the supply and demand for labor in Siberia is additional labor from that part of the population which is ready to increase its labor contribution to public production in order to increase their incomes. In order to realize this reserve it is necessary to remove those legal restrictions on additional labor which are neither economically nor socially justified. An experiment conducted in the Ural economic region on expanding the rights of workers to have additional paid work in the national economy produced fairly good

results. In the opinion of participants in the conference, this experiment should be extended to Siberia. From our viewpoint in regions where there is a shortage of labor there should be no formal or legal obstacles to allowing employment for pensioners who are still able to work and the same can be said for students who wish to work. Moreover, we should think of measures for more extensive development of forms of economic activity of the population which do not stand in contradiction to public interests and can be carried out on a family or cooperative basis (beginning with labor on private subsidiary farms and ending with individual housing construction). This would be an additional contribution to the overall process of intensifying the economy.

Stable development and qualitative improvement of the private factor in productive forces of Siberia can be achieved only under the condition of accelerated growth of the level of well-being as compared to other regions. In this connection it should be noted that the need to provide for preferential rates of improvement of the standard of living for the population of Siberia was substantiated long ago by Soviet economists and sociologists, but these proposals have not been acted upon energetically enough. One is faced with the conclusion that serious positive changes in this area are being impeded by the departmental approach to solving social problems and the desire on the part of many branch ministries to "economize" on nonproduction capital investments, which stands in contradiction to a truly state approach to solving important social problems.

For the next 15 years the standard of living of the Soviet people should be raised at more rapid rates than in other regions so that by the end of the 14th Five-Year Plan it will be possible to provide for: a) a higher per capita level of consumption of food products than in the central European regions (taking into account the natural and climatic peculiarities and the expected increase in monetary incomes); b) better supply of industrial goods for the population; c) more housing for the population and of better quality; d) a level of cultural-domestic, medical and transportation service for the population which would actually compensate for the unfavorable natural and climatic conditions and would provide sufficient comfort in the complex of living conditions both in cities and in small population points, including in rural areas and in newly assimilated zones.

The social problems of Siberia should be resolved in two stages. During the next 10 years it will be necessary to overcome, in the first place, the shortage of food products and goods that are in daily demand and, in the second place, the arrears in the provision of housing for the population. During the second decade it will be necessary to achieve satisfaction of the needs of the population of Siberia for material goods and services at the level of rational norms of consumption, taking regional and national peculiarities into account. By the end of this period the average level of provision of Siberians with housing and public services should be higher than the average for the country and the republic.

It is also necessary to envision accelerated growth rates of the per capita income for the population in Siberia. A primary task at the present time is to establish regional coefficients for all kinds of monetary payments to the population from public consumption funds, that is, for pensions, grants and

stipends. A task of the second stage is to bring the system of regional coefficients and increments for length of service in various regions of Siberia more in line with the real increase in the cost of living under the influence of natural-climatic and socioeconomic factors.

In order to eliminate the disproportion between the monetary incomes of the population and the commodities available to buy with them it is important to increase the average annual rates of growth of commodity turnover in retail trade and public catering as well as the volume of paid services delivered to the population. Even beginning with the 12th Five-Year Plan it will be necessary to significantly increase the construction and introduction of housing and other elements of the social and domestic infrastructure as compared to the 10th and 11th five-year plans. In order to accelerate nonproduction construction, it would be expedient to continue the practice of bringing construction organizations into regions of new economic assimilation and rural regions of Siberia from the European part of the country with the corresponding personnel and material resources.

One of the most important tasks of the social policy is to maintain and strengthen the health of the population. Increasing man's social and labor activity in regions with unfavorable natural and climatic conditions and an insufficiently developed social and domestic infrastructure and also the gradual "aging" of the structure of the population require a radical improvement in working conditions and further development of public health in the region. The main tasks in the area of public health, in the opinion of scientists of the Siberian Branch of the Academy of Medical Sciences, are to reduce diseases in adults and children, to increase the average lifespan, and to reduce the death rate by sex and age on the basis of: 1) the organization of universal initial prevention of disease, production, domestic and childhood injuries taking into account the specific features of the regions of Siberia; 2) expansion of the emergency medical service, especially through more extensively encompassing small and remote population points; 3) improvement of preventive medicine and treatment of occupational diseases; 4) the utilization of more effective means of prevention and treatment of alcoholism; 5) mandatory preventive measures for avoiding mass diseases during times preceding the economic assimilation of the new regions.

The strategy for the development of education should contribute not only to overcoming Siberia's backwardness as compared to regions of the European part of the country with respect to the number of trained specialists, but also to bringing the entire sphere of education in the region up to qualitatively higher standards. This presupposes, in the first place, professional training for personnel with leave from production mainly in PTU's and, second, accelerated development of the system of retraining and increasing the qualifications of personnel and, third, providing for higher quality of education at all levels of the education system.

The existence in Siberia of newly assimilated regions and rural regions with large separation of population points, urban dwellings of various types, and national regions brings about profound regional and population differences in the level and way of life of the population and the structure of their needs. This makes it necessary, on the one hand, to overcome social and territorial

differences in a planned way, and, on the other, to take a differentiated approach to controlling the social development of regions and population points, taking into account the specific needs of various groups of the population.

The first task is most crucial with respect to the cities and the country. In spite of the considerable successes in the socioeconomic development of rural areas, they still lag significantly behind the cities. The migration to the cities which this causes among the more promising groups of the rural population impedes the development of agriculture, makes it difficult to supply the cities with food and thus increases the migration of the urban population out of Siberia. In this connection the program for accelerated socioeconomic development of Siberian rural areas in terms of its social significance should, in our opinion, be on a par with programs for the assimilation of new regions. The primary tasks are to increase the rates and improve the quality of housing construction in rural areas, to improve the commodity supply for rural residents, to construct local roads and to develop communications and transportation facilities.

The second task is crucial with respect to minor nationalities in Siberia. It consists in the creation of favorable conditions for the all-around development of all nationalities, better satisfaction of their needs, and protection and development of their cultures.

The problems of the social and cultural development of Siberia are fairly multifaceted and complex. The need to resolve them sets serious tasks for economic and sociological sciences.

1. The development of an effective methodology for studying and predicting social processes.
2. The formation of bases of representative economic, demographic and sociological data concerning the development of oblasts (krays, ASSR's), cities, rayons and rural settlements of Siberia.
3. Research on the patterns in the formation of the population and labor resources, the utilization of the labor potential of the workers, and the satisfaction of the material, spiritual and social needs of the social groups of the population.
4. The development of scientifically substantiated recommendations for Soviet and planning agencies concerning the improvement of control of the social development of Siberia.

FOOTNOTES

1. The article uses scientific results obtained by associates of the division of social problems of the IEIOPT of the Siberian branch of the USSR Academy of Sciences, N. A. Balykova, Z. I. Kalugina, L. V. Korel and V. F. Tapilina.

2. See: Kupriyanova, Z. V., "Labor Turnover: Overcoming Undesirable Tendencies," EKO, No 5, 1984, p 23.
3. While giving a positive evaluation to these indicators one should keep in mind, however, that the initial level of development of consumer services in the cities and rural areas of Siberia was relatively low.
4. "In this regard the experience of 15 Novosibirsk enterprises and organizations is interesting. There in 46 shops, sections and divisions they introduced collective forms of organization and stimulation of labor which encompass not only workers, but also management and engineering and technical personnel. On the whole for the year of the experiment (1984) in these sections labor productivity increased by 15 percent (the average for all the other sections was about 4 percent) and wages in the experimental sections increased by 6 percent (the average was 2 percent)." (see: Aganbegyan, A. G., "In the New Stage of Economic Construction," EKO, No 8, 1985, p 32).
5. See Smirnov, V. D., "Opyt organizatsii sploshnogo kollektivnogo podryada v kolkhoze" [Experience in Organizing the All-Encompassing Collective Contract on a Kolkhoz], Barnaul: Alt. Kn. Izd-Vo, 1984, 99 pp.

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LABOR

GOSPLAN CHIEFS ON EFFECTIVE PLANNING OF LABOR RESOURCES

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[Article by Doctor of Economic Sciences and Professor V. Kostakov, Deputy Director of the USSR Gosplan's NIEI (Economics Scientific Research Institute), and Doctor of Economic Sciences and Professor V. Rutgayzer, department head at the USSR Gosplan's NIEI: "Social Problems and the National Economic Plan (On Questions of Planning Methodology and Methods)"]

[Text] Strengthening the socialist way of life presupposes continued improvement in conditions for comprehensive, competent development of the individual members of society, steady improvement in the material well-being of the populace, the shaping of intelligent requirements, inculcating a new attitude towards labor, achieving social homogeneity in society, and strengthening collective principles in people's activities. Concrete measures dealing with these problems are defined in the social program of the five-year plan, which is integrally connected to the corresponding section of the "Basic Directions of Economic and Social Development" of society over the longer term. Development of this program is of very great significance, since it is precisely in the social sphere, as Comrade M. S. Gorbachev emphasized in his speech at the 27th CPSU Congress, that the results of economic activity which touch the vital interests of the workers are actualized and in which the highest goals of socialism are embodied. It is precisely here that the humanistic nature of socialist society, the qualitative distinction between it and capitalism, is revealed most broadly and vividly.

When working out the social program in the national economic plans, substantiating the criteria of the socialist way of life and the associated long-range goals of social development as a whole is of very important significance.

One of the basic social criteria of the socialist way of life is ensuring that it is labor-oriented. Under socialism, along with meeting material requirements, labor incentives increasingly include motives connected with ideological-moral and creative aspects of labor, the need for self-expression and self-actualization of the individual. This is causing changes in the demands on labor activity conditions, especially among young people.

Another, and equally important, criterion of the socialist way of life is the observance of social justice, which assumes first of all systematic actualization

of the demand of distribution based on labor. This signifies, on the one hand, establishing objectively justified differentiation in worker wages, eliminating elements of leveling, and, on the other, the necessity of eliminating conditions which permit some to obtain unearned income. Social justice also requires that we overcome territorial and social unevenness in consumption and accessibility of individual types of material goods, and especially of for-fee services.

Providing equal access to social benefits also signifies the creation of nationwide identical opportunities for protecting and improving people's health and an orientation primarily towards social factors when setting up living conditions for non-abled members of society, foremost for the retired, and for the children of families which are not well-off. It presupposes overcoming unsubstantiated differentiation in the level and quality of consumption when associated with bureaucratic elements.

Constant strengthening of the collectivist principles of the socialist way of life is an important criterion of it and demands improvement in the conditions for arranging free time and leisure, overcoming certain negative consequences of the objectively-originating individualization of everyday life, and the development of active, independent, collective forms of cultural activity for the populace. It is also necessary to set up various forms of citizen association at places of residence for the purpose of solving strictly local everyday problems and to comprehensively develop various types of communities, especially in new housing developments. All this presupposes substantial change in the proportions between capital investment being directed into expanding housing construction and improving the social infrastructure.

The importance of the social criterion of ensuring a way of life which is intelligent in terms of requirements and efficient and economical in terms of resources used is also increasing. In this connection, it is important to shape intelligent requirements, to eliminate the unmet demand accumulated in the preceding period, to create conditions for utilizing the growing monetary incomes of the populace, and to achieve a balance between supply and demand, between the monetary incomes and expenses of the populace.

All the enumerated problems are interconnected; no one can be solved in isolation from other questions of the social development of society. However, the basis of improving the socialist way of life is to strengthen its labor orientation, which touches practically every aspect of the daily lives of the members of socialist society (their participation in social production, organizing the distribution of wealth, and so on). This makes planning the intelligent use of labor potential especially important.

The effective use of labor resources is now becoming one of the top-priority conditions for intensifying social production. In connection with the decreasing birth rate, there has been a slowing of the rates of increase in labor resources in most of the country. Under these conditions, given the high level of employment, the nature of the use of economic growth factors must be altered substantially in favor of intensive factors, in order to ensure the needed increase in national income with the least number of workers, while simultaneously accelerating growth in the numbers of workers in the services sphere.

The diverse aggregate of conditions determining the effectiveness of labor resources management can be divided into two groups. The first are those associated with production organization in general, and the second are those associated with the direct use of the labor resources themselves.

In the first group, questions of improving the entire economic mechanism and the distribution of productive forces require particular attention.

Improving the economic mechanism has as its goal increasing enterprise activity, setting up conditions for them which will prompt them to save manpower and eliminate labor losses in every way possible. This can be ensured on a basis of broadening enterprise independence; systematically promoting autonomous financing (self-financing and profitability), and concentrating production at successfully operating, profitable enterprises.

The most important condition for improving the economic mechanism is to improve wages and to strengthen the bond between the workers' material rewards and their labor contributions.

Of particular importance are labor organization and wages for specialists, substantially increasing the prestige of white-collar workers and the intelligentsia, especially engineers, technicians, general-education schoolteachers and physicians. Specialists must be relieved of non-creative labor not conforming to their skills and of functions not properly theirs; we need to provide wage advantages over other, less-skilled categories of workers. Reduced prestige of the activity of white-collar workers leads, in particular, to a situation in which specialists' ranks are reinforced by young people without the appropriate calling or abilities. In our view, the comparatively low status of the specialist has been a major brake on growth in the productivity of social labor.

Improving the economic mechanism assumes improvement in the organization of labor use at all levels of the national economy, that is, the observance of discipline and the establishment of strict responsibility of each person for the job he performs.

An exceptionally important role belongs to improving the placement of productive forces, as a factor of effective labor resources use. Differences in the levels of industrial development of the different regions, in the readiness of the population for industrial types of labor, and in the development of the social infrastructure and national traditions, give rise, in turn, to differences in the adaptability of the workforce to the needs of modern production. The production of technically more-complex types of output must therefore be located primarily where there is sufficient skilled manpower. It would be appropriate to build primarily enterprises of light and food industry in areas in which the populace is employed primarily in agriculture. The favorable natural and weather conditions also facilitate this. As the local populace acquires the appropriate professional skills and as its mobility increases, the production of technically more-complex types of output can also be developed more extensively.

Improving the mechanism of freeing and redistributing workers among the enterprises and branches of the national economy in a planned manner has top-priority among the measures directly associated with improving labor resources use.

As the productivity of social labor improves, it becomes objectively necessary to free workers for other jobs and, whereas under capitalism this process is practically always associated with an increase in unemployment, under socialism it is a necessary condition for providing those branches of the national economy in which the demand for workers is increasing with manpower, that is, those branches which personify scientific-technical progress and also the services sphere. This freeing of manpower is a prerequisite to subsequently reducing the length of the work day and increasing annual paid vacation time, as anticipated in the CPSU Program, and to ensuring the constitutional right to labor given a changing production structure.

In order to improve this mechanism, it is necessary that all job placement functions for such liberated workers be transferred to appropriate special agencies. The creation of a centralized state system for improving worker skills and training workers in new occupations is required, as is the allocation of funds for materially supporting workers thus freed during the job retraining and placement period.

Improving the labor resources use planning methodology assumes increasing the influence of plan developments concerning employment on the shaping of other economic and social development plan sections. This will be facilitated, in particular, by the method of compiling labor resources planning balances in two stages which has been developed by the USSR Gosplan's NIEI. The labor resources balance indicators, that is, numbers of people available and their distribution by type of employment, are initially calculated in parallel, without consideration of the requirements of specific branches of the national economy for manpower. This is done on the basis of data from a demographic forecast and based on the patterns of labor resources distribution among the various types of employment. As a result, this stage determines the total number of people which must be provided with jobs. It gives us an idea of the size of the potential workforce.

Further, the calculated workforce size is compared with the demand for manpower and a final indicator is established iteratively. This is the accepted methodology in the current "Methods Instructions for Compiling the State Economic and Social Development Plan" for working out the planned labor resources balances.

The labor resources balance thus compiled enables us to substantiate the measures necessary to use labor resources effectively when determining the capital investment structure, productive forces distribution, social policy, and so forth.

The labor resources balances developed following this methodology enable us to draw a number of important long-range conclusions as to trends in change in employment under present conditions, both for the country as a whole and for large areas of it. For example, it has been established that the level of employment, that is, the percentage ratio of the working population to the available labor resources, naturally increases to a certain limit and then stabilizes, changing primarily due to demographic factors. Following growth in the number of people employed in material production, including industry and construction, there is a slight reduction. In this connection, redistribution among the branches acquires top-priority importance in the efficient provision of the economy with manpower.

Substantial differences have also been revealed in labor resources use by area of the country. Employment indicators in individual regions will continue for a long time to differ significantly due to dissimilar levels of birth rates in different areas (the proportion of the labor resources employed is lower where the birth rates are higher, and vice versa).

Labor resources balances worked out by union republic also enable us to determine the features of worker distribution by branch of the national economy. In republics with a higher than average level of industrial development and a lower than average birth rate, the workers are generally more highly skilled. In these regions, freeing manpower from existing enterprises and redistributing it to new plants and factories and into the services sphere is of top-priority importance in improving labor resources use in such regions. The number of people employed in material production as a whole, including industry and construction, must be reduced in these areas and production at existing enterprises must be increased without increasing the number of workers. It is precisely these regions which determine the trends in interbranch changes in manpower use for the country as a whole.

In republics which are less well-developed industrially and which have a higher birth rate, industrial expansion will be accompanied by absolute growth in employment in material production, foremost in industry, construction and transport. Along with intensive development, by no means all opportunities for production expansion at existing enterprises have been exhausted, including those involving increasing the number of workers.

In order to increase the effectiveness of developing the labor resources balance, it is also important to study labor resources use in terms of individual social and demographic population groups. Such study permits better consideration of the importance of the human factor in developing production.

Labor resources use differs substantially depending on sex and age. This results from dissimilar levels of education, production experience, family status and other factors characterizing individual socio-demographic groups -- young people, women, men, middle-aged people, those approaching retirement, and retired people.

One of the methodological tools for analyzing employment by socio-demographic group is the five-year labor resources planning balance by age and sex. We are currently developing, together with the USSR Gosplan's Main Computer Center, methods of compiling and calculating the individual items in this balance.

It also appears necessary that a labor resources balance in time worked (person-hours) be calculated every five years, to improve labor-potential use. The importance of developing such a balance has been noted by a number of authors, even during the prewar and the early post-war years. Now that we are using modern data processing equipment, it is possible to draw one up. This balance can be used to determine more accurately the distribution of working time as a whole on a nationwide scale, to analyze the actual level of employment of the entire population and of individual groups, women in particular. The materials obtained using the time-worked labor resources balance are important to substantiating the necessary parameters for developing the services sphere, which will

facilitate reducing labor expenditures on housework, as well as proposals on efficient use of time by workers off the job.

In order to record changes in the qualitative composition of the workforce in terms of level of education and vocational training more fully, it is appropriate to draw up a balance of skilled workers and specialists, along with the traditional labor resources balance. It will permit better-substantiated planning of the training of such personnel and the development of measures to use their labor effectively.

The necessity of compiling such a balance is obvious. The quality of the workforce currently determines to a decisive degree the rates of scientific and technical progress. In this connection, planning and organizing the training of highly skilled workers has acquired important significance, as significant expansion of their training in full-time academic institutions as professionals is required, replacing the common practice of training directly in production.

Establishing the necessary proportions among numbers of workers in the various occupations and with varying levels of skill is another pressing problem. The proportion of workers with a secondary special education, which includes specialists such as technicians, mid-level medical personnel, and so on, must be increased substantially.

The effect of employment on demographic development is one of the little-studied problems of labor resources, and its solution is extremely important, since labor resources use must correspond to the goals of demographic development.

Researching this question presupposes foremost an analysis of the effect of women's employment on population reproduction. It is well-known that increasing the proportion of working women is accompanied by a reduction in the birth rate. A high, and evidently maximum, level of employment of women has been achieved in the larger part of our country. In certain regions, it is considerably lower (in the Central Asian republics, the Transcaucasus, the Kazakh SSR, and in the autonomous republics and oblasts of the RSFSR). Implementation of the measures outlined by the 27th Congress to create economic and social conditions for women to harmoniously combine their functions as mothers and workers must facilitate an increase in the birth rate in regions where it is low and must improve conditions for children's education. In this regard, the development and extensive use of flexible forms of employment for women so as to facilitate reducing their overall workload is very important.

As before, the problem of improving the occupational structure for women remains urgent. Work must unquestionably correspond to the psycho-physiological features of the female organism. In this connection, the continued development of research on the effects of working conditions and individual types of labor on human health is important.

Change in the structure of the workforce in terms of age and sex in individual areas has a significant effect on demographic development. The siting of production facilities with predominantly men's or women's labor in particular population centers often significantly disrupts the age-sex structure of the

residents which, in turn, has a negative effect on population reproduction. In particular, as a result of the increase in the machinery available to agriculture over the past 15-20 years, it is basically opportunities for using men's labor which have increased in many rural regions of the central portion of the country, while types of production in which women's labor can be used have been developed inadequately.

Improvement in use of the labor potential depends largely on how the distribution of material necessities is set up under socialism, and foremost on distribution based on labor. As a rule, the distribution of material goods under socialism is associated with workers' receiving a variety of monetary revenues, primarily income based on labor. However, distribution does not end here. It ends in the actualization of physical consumer goods and services. Increasing distribution effectiveness therefore concludes, from a national-economic point of view, with the achievement of a balance in consumer demand and the supply of goods and paid-for services. The support of worker revenues by consumer goods and services necessary in conformity with the demand structure is an essential condition in properly organized distribution based on labor. Failure to balance supply and demand weakens labor incentives and limits the effectiveness of distribution relations.

One manifestation of the lack of balance between supply and demand is expressed in the increase in savings. As the research has shown, the amounts of personal savings are by no means homogeneous. Along with savings generated naturally as monetary revenues increase (the rate of savings tends to increase as incomes grow), there is also savings which essentially represents deferred and currently unsatisfied consumer demand. It influences production, especially as relating to labor, and distribution. The level of such savings is quite astonishing. Unfortunately, the nature of its impact on the supply and demand balance is poorly studied. Moreover, the opinion is widespread in the economic literature that unsatisfied consumer demand for particular material items "returns" to those items after some time has passed and when the necessary conditions have been created, so in order to actualize excess savings, we need to expand the supply of those goods for which the demand was not fully met at one time. It is our opinion, however, that deferred demand which has taken the form of savings is gradually transformed. After a certain amount of time has passed, it is impossible to draw these savings into circulation by simply offering goods which were previously unavailable. Controlling the process of forming and using such savings requires great flexibility and a differentiated approach in the organization of savings work. In particular, we need to develop a system of so-called targeted deposits, with a specified procedure for calling them up at specific points (when joining house-building or garage-building cooperatives, when purchasing expensive cultural, personal and household items).

In order to intensify the stimulus function of distribution based on labor, it is also important to limit expansion of the sphere of income acquisition not controlled by society by individual categories of the population. These are obtained primarily from activity associated with the offering of services by private individuals (housekeeping, tutoring, transportation, renting apartments, and so on). Such actions lead to negative consequences and weaken interest in labor in the social economy.

Resolution of this question does not, however, signify the necessity of completely eliminating such activity, in our view. We do not agree with the opinion of certain economists that the revenues obtained within the framework of individual labor activity should be considered "unearned" [non-labor].¹

Reward for services offered in the form of the personal labor of citizens is one form of earned [labor] income. The bulk of it is compensation for individual labor, which is permitted in our country under Article 17 of the USSR Constitution. The fact that the lack of order in the organization of such activity naturally causes certain negative phenomena is another question. But that is not its objective feature.

M. S. Gorbachev noted at the 27th CPSU Congress that interdicting unearned income should not mean casting a shadow on those who receive additional wages by honest labor. Moreover, the state will facilitate the development of various forms of meeting the consumer demand for goods and services. Of course, such types of labor must be fully compatible with the principles of socialist management and must be based either on cooperative principles or on a contractual basis with socialist enterprises. Society and the populace can only gain by this. Data from USSR Gosplan NIEI research testifies, for example, to the fact that the populace spends approximately 1.5-fold less time obtaining equivalent-cost personal services from private individuals as at state personal-services enterprises. The various forms of such activity must be collectivized, which will permit significant improvement in services to the population and in the use of labor potential, as well as creating conditions for increasing earned income by the populace. The existing forms of organization of individual labor activity are still inadequately developed and are poorly coordinated. Obviously, the first thing required is to expand multiple occupations and institute more-flexible methods of organizing such labor, such as the use of contracts with a fixed amount of payment to be made to the enterprises which have concluded the appropriate agreements. We need to increase the interest of the paid-services organizations themselves in using these additional opportunities for expanding their activity.

One of the most important conditions for increasing the effectiveness of distribution relations is the use of indicators of improvement in the standard of living which describe the distribution system more fully and more accurately in planning. The indicators currently in use, and foremost the indicator of real per-capita income, does not meet that demand.

The current method of calculating real per-capita incomes describes only the level of correspondence between that income and the available consumer goods. The total real per-capita income is essentially identical to the personal consumption portion of the national income, the former including in addition only the amount of means of production acquired by the populace (for individual construction).

¹ See: A. Shokhin, "Social Aspects of Combatting Unearned Income" in the collection "Sotsialnyye aspekty raspredelitel'noy politiki" [Social Aspects of Distribution Policy], Moscow, 1984, p 152.

In our view, total real income must describe all the conditions for increasing the well-being of the people -- not only the availability of consumer goods, but also the availability of various services. The consumption of services by the populace is, however, included in real per-capita income only as expenditures of appropriate material goods for these purposes, that is, for example, it is not the full amount of medical services connected with treating patients in hospitals, but only the material expenditures associated with them: food, bandages, and so on. In this regard, the services of the medical personnel are not taken into account.

Use of such a method often provides an inaccurate representation of the effective incomes of the populace. Thus, replacement of a decreasing amount of consumption of individual goods, such as alcoholic beverages, with consumption of an equivalent amount of any given paid services causes a reduction in the calculated total real per-capital income, strange as it may seem. The fact is, given such a situation, it would include only an insignificant part of the consumption of services, that part describing the material expenditures associated with rendering those services.

Thus, the total real per-capita income describes only the material aspect of well-being and actually does not enable us to evaluate change in it due to improved services of various types to the population.

The indicator of total amount of material goods and services consumed is also used in planning the standard of living. It differs from total real per-capita income, or, more accurately, from total personal consumption, by the amount of services consumed by the populace (excluding recomputation of the material expenditures associated with them, which are calculated in the consumption fund).

However, neither does the indicator of total consumption of material goods and services provide a representation of the actual level of income. When the personal consumption fund (excluding the indicated material expenditures) is totalled with the amount of services, the result is indicators we know to be non-comparable: the first is essentially defined in comparable prices, but the second uses actual expenditures. Moreover, an increase in expenditures on services (as, for example, higher wages to workers employed in the services sphere) does not fully describe the level of consumption of those services by the population. Neither is it clear how to determine services volume in comparable prices.

In addition, the coincident indicator of the production of material goods and services does not correspond to their overall volume, inasmuch as its results are evaluated in national economic planning only as applicable to the production sphere (which is how the system for determining national income produced is structured).

In order to reflect the actual volume of consumption of material goods and services when planning the national economy, substantial change would be required in the set of national economy dynamics indicators which, along with indicators of material production development, would also have to include measures of the nonproduction sphere, as well as of the national economy as a whole, as the aggregate of production and nonproduction branches.

Resolution of this question touches on the most important problems of social reproduction theory and demands serious research. At the same time, it is possible even at this stage to improve the accepted system for calculating total real per-capita income.

It is not legitimate, in our view, to exclude the increment in savings from real income. We justify this by the fact that the increment in savings in a given year reduces the real per-capita income for that year and by the fact that this total income comprises only that income corresponding to a certain material security. However, people's savings is an obligatory element in their consumer expenditures. Moreover, as was already noted, there is an objective trend towards increase in the proportion of savings in the consumer expenditures by individual groups of the population as their incomes increase (of course, the reference is not to surplus savings generated by unsatisfied demand for goods and paid services).

Moreover, all subsidies for maintaining the present level of retail prices for goods and paid services should be included in real per-capita income calculations. At present, only a portion of such subsidies is included, that portion for maintaining the current rent levels for state apartment housing. A determination of the full subsidies amount in total real per-capita income would describe the actual opportunities for ensuring improvement in the well-being of the populace.

However, in this instance, the question would arise of recording the turnover tax. In this connection, defining its essence and composition to justify its inclusion in or exclusion from total real per-capita income is an important problem.

Studying consumer demand for services and determining conditions for resources support of that demand are an important line of research in the area of social problems. The USSR Gosplan NIEI has developed a system of models for interconnected forecasting of target indicators of development of the nonproduction sphere and resources support for it which permits, on the one hand, obtaining development descriptions which are coordinated within the framework of the entire system of branches and, on the other, linking the overall conditions for development of this system with the resources of the national economy as a whole. This system of models permits interconnected forecasting of both free and paid services. Studies of trends in the development of paid service are especially important in connection with the development of the "Comprehensive Program of Consumer Goods Production and Services Development Up To the Year 2000."

The necessity of developing a special program for paid services results from the fact that, with the existing planning methods, development of this sphere has lagged significantly behind actual consumer requirements. As a result, the proportion of expenditures on paid services in total monetary outlays by the population has gradually been dropping, in addition to the increasing demand for goods. The drop in the proportion of paid-services expenditures in the consumption budgets of individual groups of the population as their incomes have increased has led to unjustified rapid growth in monetary savings, especially among the rural populace, in connection with the lower level of development of paid services in those areas.

When planning for-pay services, we have until recently been recording basically their tendency to expand, and planning indicators for paid-services volume have been based on hypothetical calculations which have not had the necessary specificity.

The planning methods developed in the course of drawing up the paid-services development program permit planning them as an integrated system taking into account both the demand for services and the conditions for their resources support. We determined the differences in the resources intensiveness of the paid services sphere as a whole and of individual links in it. In particular, it was established that per-ruble paid services require substantially more labor resources (which is natural, in view of the very nature of the consumer cost of services) and substantially more capital investment than per-ruble consumer goods production. In this connection, the most important problem is to substantiate the directions of long-range development for paid services given full satisfaction of the demand for them among consumers based on minimization of the aggregate of these resources.

In order to increase the effectiveness of planning the system of paid services, we must continue intensifying research in this area and we must resolve a number of methodological questions. One of the main such questions is that of coordinating the branch and type structures of paid services and the resources used to render them (labor, materials, capital investment, fixed assets). The lack of such coordination makes it difficult to evaluate the effectiveness of particular directions of expansion of the paid services system and to determine the level of resources needed to develop this system. This is not an easy problem to solve. In fact, the very same resources are used both when economically homogeneous activity is organized (freight and passenger transport, for example) and to service enterprises, organizations and the population at large (the problem of "equivalent" organizations in personal services to the population) and for both paid and free services (as, for example, sanatorium and health resort services). All these questions require further research.

Moreover, when developing a balance of the monetary incomes and expenditures of the population, we have been using an obsolete classification of the types of paid services, a classification which, in particular, mixes together a number of types of personal services with their corresponding goods (as, for example, shoe repair in the monetary incomes and expenditures balance it recorded in the "Goods Purchased" section, and the same applies to other types of services connected with repairing and servicing individual consumer items). Construction of a scientifically substantiated paid-services classification is an important condition for increasing the effectiveness of their planning.

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FIGURES ON WAGE RATES, LABOR NORMS IN CONSTRUCTION COMPARED

Moscow EKONOMIKA STROITELSTVA in Russian No 4, Apr 86 pp 60-62

[Article by A. P. Yudakov, chief specialist of the USSR Gosstroy's Department for the Organization and Norm Setting of Labor: "Improving the Setting of Labor Norms in Construction"]

[Text] One of the conditions for a substantial increase in labor productivity noted in the new edition of the CPSU Program is the improvement of labor norms.

Correspondence between the size of wages and the contribution of labor is an important condition for the efficient utilization of labor potential in all production areas and for an increase in the efficiency of the economic mechanism.

More than 73,000 uniform (interbranch) and 63,000 departmental (branch) technically substantiated norms and wage rates for construction, installation and repair work have been approved and put into effect for setting the norms and wages of piecework employees, as well as standard and local norms that form the foundation for the development of uniform and departmental norms.

In 1984, on the basis of the existing normative base for construction labor, norms were set and wages were paid for the labor of 99.1 percent of all piecework employees according to uniform and departmental norms, and 0.9 percent according to standard (local) norms. (The corresponding figures for industry were 85.7 percent and 14.3 percent.)

With a view to continually renewing and improving the normative base for construction labor and in accordance with plans approved by the USSR Gosstroy for the revision of existing normative documents and state standards dealing with design and construction and for the development of new ones, ministries and departments annually verify the correspondence of uniform and departmental norms with the achieved level of equipment, technology and organization of production and labor, and they develop norms for new types of work.

Based on the results of check-ups conducted during 1970-1985 with the extensive participation of workers and engineering and technical personnel of construction and installation organizations, more than 16,000 norms (10.9

percent) were discarded and more than 40,000 norms that take into account the achievements of scientific and technical progress and the rationalization of job slots in construction were put into force.

Over this same period more than 120,000 standard norms that constitute draft uniform and departmental norms for new types of construction and installation operations were developed. After verification of the standard norms at construction sites and upon subsequent revision, 20,000 of these norms were approved and put into effect; 30,000 are being prepared for approval as uniform or departmental norms and the remaining norms are being utilized in construction and installation organizations as local norms.

At present, in accordance with the resolutions of the USSR Council of Ministers and the All-Union Central Council of Trade Unions "On measures to improve the setting of labor norms in the economy" and "On the wide-scale certification of job slots and their rationalization in industry and other branches of the economy," all existing uniform norms and wage rates for construction, installation and repair work are being revised in light of scientific and technical achievements and the rationalization of job slots in construction. All existing departmental and local norms and wage rates are being reviewed. Revisions to the normative base for construction labor will be completed in 1987.

The third edition of the unified job and wage rates classification manual, section "Construction, installation and repair work," has been completely revised. The new revision of the section has been approved by the USSR State Committee on Labor and Wages, USSR Gosstroy and the All-Union Central Council of Trade Unions and is being prepared for publication in a large edition.

The setting of labor norms for other categories of workers in construction is being improved.

In accordance with plans for the introduction of key assignments for the scientific organization of labor that are annually approved by the USSR Gosplan, USSR State Committee on Labor and Wages and USSR Gosstroy, ministries and departments draw up and put into force technically substantiated normative assignments, service norms and staffing normatives for time-rate workers. The share of time-rate workers engaged in construction and installation operations and at auxiliary production facilities equals 47.6 percent of the total number of time-rate workers, 66.6 percent in the Ministry for the Construction of Petroleum and Gas Enterprises, 63 percent in the USSR Ministry of Installation and Specialized Construction Work and 61 percent in the USSR Ministry of Power and Electrification. The draft plan for the introduction of key assignments for the scientific organization of construction labor in the 12th five-year plan period stipulates an increase in the share of this category to 73 percent in 1990.

USSR Gosplan, USSR Gosstroy, the USSR State Committee on Labor and Wages and the USSR Ministry of Finances approved for USSR ministries and departments and Union-republic Councils of Ministers 1986 normatives on staff size and the wage fund for executives and engineering and technical personnel (including

line personnel) and office workers for 1 million rubles of construction and installation work. These normatives have also been approved for the 12th five-year plan.

However, with a stipulated fulfillment level for existing norms of 105 percent to 110 percent on the average, USSR Central Statistical Administration data show that this level reached 136.1 percent for construction as a whole in 1984, including: 136.5 percent in the USSR Ministry for the Construction of Heavy Industry Enterprises, 139 percent in the USSR Ministry of Industrial Construction, 142.9 percent in the USSR Ministry of Construction and even 168.8 percent and 164.3 percent, respectively, in the Chief Administration for Construction in Baku and the Chief Administration for Construction in Tashkent. As check-ups by the USSR Gosstroy, USSR State Committee on Labor and Wages and USSR Capital Investments Bank showed, this is a result of artificially inflated norm fulfillment and the issuing of plan assignments in which obsolete operational technologies are used, conditions for their production are unduly complicated and additional volumes of auxiliary and attendant work are included. As a result, wages based on piecework are unjustifiably increasing by 29 percent to 36 percent on the average. Thus, damage is done to the incentive for disseminating the brigade contract and the utilization of other progressive forms and methods of organizing labor and its remuneration.

Yet given this state of affairs in which meticulous attention should be devoted to the establishment of norms and wages for labor, according to current data, over the years of the 11th five-year plan period alone the number of employees of normative research stations, the primary bodies engaged in establishing labor norms, was cut from 790 to 420 people in the USSR Ministry of Construction, from 1190 to 830 in the USSR Ministry of Installation and Specialized Construction Work and from 1400 to 1100 in the USSR Ministry of Industrial Construction.

It was noted at a CPSU Central Committee meeting with veterans of the Stakhanov movement, leading workers and production innovators that the retention of unchanged wage rates and concomitant violations in the setting of labor norms are used in a number of organizations as a means of maintaining achieved average wages for workers at the planned level.

The achieved organizational and technical level of construction production is taken into consideration and provision is made for the optimum organization of industrial processes and job slots and for the efficient utilization of means of production, work time and the physiological and psychological capabilities of the worker and the preservation of his health in the development and revision of uniform and departmental norms. Norms are calculated such that they can be 100 percent fulfilled on the average. Data from check-ups conducted by normative research organizations attest to the extensive technical substantiation of these norms: the actual level of fulfillment for uniform and departmental norms at construction sites totals 95 percent to 102 percent.

Wage estimates for the indicated norms are determined on the basis of wage rates that have been in effect since 1969. In accordance with these estimates, a worker's rated wages equals 105 to 115 rubles a month.

However, planned average monthly wages of workers engaged in construction and installation operations and in auxiliary production operations grow annually as a result of growth in labor productivity. In 1984 they reached almost 230 rubles. The wage rate accounts for no more than 50 percent of this amount (63.7 percent in 1970).

The planned size of wages for time-rate workers in many cases is achieved by inflating wage categories and rates, as well as hours worked.

The correlation between the average monthly wages of executives and engineering and technical personnel engaged in construction and installation operations and in auxiliary production operations on the one hand, and the wages of workers in these same areas on the other, changed sharply in 1970-1984. Whereas in 1970 the average monthly wage of executives and engineering and technical employees exceeded the wage of workers by 38 percent on the average, in 1984 wages of the two categories were virtually identical. This damaged the prestige of work by executives and engineering and technical employees as well as their material stake in improving the organization of production and labor.

The utilization of consolidated and comprehensive norms and wage rates for setting labor norms and wages for construction, installation and repair operations will facilitate improvements in the setting of labor norms and wages and ensure the correspondence of the size of wages with the labor contribution of employees in accordance with the resolutions of the USSR Council of Ministers and All-Union Central Council of Trade Unions "On improving the organization, wage system and stimulation of construction labor" and "On measures to improve the setting of labor norms in the economy." They should be developed and introduced in 1985-1987.

Piecework rates may increase by 20 percent through economization of the wage fund, given the utilization of consolidated and comprehensive norms for construction, installation and repair organizations approved by ministries and departments on a centralized basis.

In addition, the executives of trusts and organizations on a par with them are granted the right, based on agreement with trade union committees, to establish increments of 16 percent to 24 percent to the wage rates of highly skilled workers engaged in especially responsible work for excellent job performance, once again through economization of the wage fund, and to pay an additional 35 percent of the wage rate (salary scale) to workers and engineering and technical line personnel for work done at night.

The aforementioned increase to wage rates, increments and additional payments will make it possible to close the gap between existing wage rates and the planned level of wages and to eliminate wage leveling.

In connection with the transition to the calculation of wages for completed work on the basis of estimates for construction, and with the utilization, in this regard, of consolidated and comprehensive norms and wage rates and the formation of a lump wage payment system according to end results (stage, assembly, building, facility), the USSR Gosstroy, in conjunction with the USSR State Committee on Labor and Wages and the All-Union Central Council of Trade Unions, approved Methodological guidelines on the procedure for developing and applying the norms in question, and is also revising the existing Statute on the lump wage payment system in construction.

In order to eliminate shortcomings in the setting of norms and wages for the labor of time-rate workers, executives of trusts and organizations on a par with them have been granted the right to pay increments to wage rates of up to 50 percent of the wage rate, through economization of the wage fund, for the holding of two jobs and fulfillment of the stipulated volume of work with a reduced number of workers. Wage rates that have been increased by 10 percent to 20 percent, through economization of the wage fund, may be utilized for work based on normative assignments.

With a view to strengthening the material stake of executives and engineering and technical personnel and office workers in performing work with a smaller number of workers and increasing the efficiency of construction production, increments of up to 50 percent of their official salary may now be paid, through economization of the wage fund, to executives of trusts, administrations and organizations on a par with them, and to the line personnel and administrative apparatuses of these organizations. Moreover, premiums of up to one month's official salary per quarter for the results of economic activity have been introduced. The USSR State Committee on Labor and Wages and the All-Union Central Council of Trade Unions have approved the procedure for establishing increments and premiums for these employees.

All of this attests to the important social and economic measures for improving the setting of norms in labor that are being conducted in construction. It is necessary to make maximum use in every construction organization of the possibilities established for actively stimulating the growth of labor productivity.

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REASONS FOR LABOR MOBILITY IN CENTRAL ASIA STUDIED

Tashkent EKONOMIKA I ZHIZN in Russian No 1, Jan 86 pp 68-71

[Article by A. Chamkin, chief of the sociological research sector of the Philosophy and Law Institute of the UzSSR Academy of Sciences and candidate of philosophical sciences under the "Thoughts on Sociology" rubric: "Reasons for Migration: Pro and Con"]

[Text] Motivating factors are necessary for a person to make a decision to work in uninhabited regions of land development.

For example, someone might want to work in a new occupational capacity. Let us say, a young person living in a kishlak has a chauffeur's or tractor driver's license but is employed in unskilled work as a stevedore and does not see any prospects for obtaining work as an equipment operator. That is the reason why he will travel to look for more interesting and prestigious work driving a truck or tractor.

Another "incentive" for labor mobility is the disparity between what the worker wants on the job and what is offered him.

It is extremely probable that such a disparity may prod a person to migrate.

Questionnaires which we made at one time in order to devise the social-economic development plan of the Main Central Asia Sovkhoz Commission showed that the basic incentive factors causing people to quit their jobs and leave their former residence were:

poor living conditions	45 percent
isolation from relatives and friends	32.8 percent
low paying work	16 percent
poor supply of food and manufactured goods	11.8 percent
absence of work in one's specialty	10.3 percent
on a doctor's recommendation	9.7 percent
other reasons	4.6 percent

The sum of the responses could exceed 100 percent, because each respondent could be fully motivated to quit and depart for several reasons. Let us note that dissatisfaction with several factors at once regarding activities

important to a person can lead to making such a critical decision as quitting a job and moving to a new place.

One of the basic factors motivating the respondents to leave their previous place of residence and work is poor living conditions. This problem becomes especially acute for that segment of youth who intend to marry or have already settled down to married life and are beginning to lead an independent life. The following social fact can be verified with this example. In the nineteen fifties and sixties the usual "norm" of behavior was orientation to work with high pay. This is explained by the postwar level of life, when the rehabilitation of the national economy destroyed by the war was most important in the economy of the country. With the beginning of active construction of housing in the nineteen sixties and seventies, the "norm" changed in the direction of living conditions. People began to explain their quitting by the absence of prospects to obtain or increase their living area, to obtain a place in a kindergarten, to give a child a good education, etc. And moves are frequently implemented for these reasons, in spite of the existence of high wages or an interesting occupation. The trend toward solution of problems is the basis of the migrational behavior of almost half of those who have come to work at the irrigation complexes in Central Asia.

The next significant motivating factor of migration into regions of comprehensive development was the desire to be "close to relatives and friends". A third of those questioned indicated this. When the specific nature of these regions and the character of the work are considered, this motivating factor helps somewhat to define the migration pattern more accurately. The development of virgin tracts in Central Asia required the displacement of hundreds of thousands of people. According to official channels (the press, radio, television, public appeals, etc.), information about working conditions, wages, and housing at new lands spread through the channels of relatives or friends. Because of this, it can be assumed that a significant proportion of migration streams consists of informal groups related by blood or other bonds. This feature seems important to us from the point of view of adaptation of workers under difficult conditions of land development. The presence of relatives or friends creates additional psychological and mental confidence.

The existence in workers of a definite motive for moving, on the one hand, and a real possibility of changing the jobs, on the other hand, were the basic reasons for labor migration to regions of comprehensive development of irrigated lands in Central Asia. In the opinion of some sociologists (similar studies were conducted, in particular, in Novosibirsk), the possibility of labor migration is determined by the following factors.

1. A vacant position must exist to which the worker could be transferred.
2. The worker must be informed of the existence of such a position.
3. It is necessary for the occupational skill and personal characteristics of the worker (sex, age, state of health, abilities, attitude toward work) to satisfy the formal requirements of this work place.
4. The administration of this enterprise must show the activity and desire or only consent to take the worker.

5. The situation at the previous work place, and in the family and other groups with whom the individual is connected, must allow transfer to other work.

In the creation of the opportunity for labor migration to the zone of development of irrigated agriculture, the fact must be taken into consideration that one of these is not sufficient for migration to be accomplished. An important prerequisite of this is the existence of the desire and motivation for a change in the work place. A gain in wages, an improvement in living conditions, a higher level of cultural and personal services, creative work and good chances for advancement can emerge as an incentive. Psychological factors can also prove to be such an incentive: a tendency to settle close to relatives and friends, to establish a family and to change the labor collective.

From the results of the questionnaire we shall deduce the motives of selection of work and place of residence in regions of development of new lands. They were distributed in the following way:

to be closer to relatives and friends	53.4 percent
good living conditions	46.6 percent
work in one's specialty	32.8 percent
well-paid work	9.7 percent
good supply of food and manufactured goods	1.7 percent
other factors	1.7 percent

As we see, the most characteristic motivating factors of leaving a former residence and coming to these regions are the desire to be closer to relatives and friends and an improvement in living conditions. More than half of the migrants selected those regions with reference to relatives and friends, hoping to obtain moral and material support from them. The other half were oriented by living conditions. We suggest, for example, in Golodnostepstroye, 3 to 10 square meters of living space are obligated per member of a family of workers of this system, and there are practically no waiting lines in kindergartens and day nurseries. Therefore, everyone needing an improvement in living conditions finds rapid satisfaction of their requirements here. But such a situation has been far from existing everywhere, although all interested organizations have approximately the same resources.

The fact that problems of living conditions, the solution of which is one of the basic factors of migration to these regions, remain unsolved, can be explained only by the unwillingness of the leadership to be concerned with these important aspects of active life.

Analysis of the motivating factors of migration to regions of comprehensive development of irrigated lands showed how unsound the explanation by several leaders is of the reasons for turnover of personnel by the low level of wages. The data of the questionnaires show that only 15 percent of those who left a previous residence and quit their jobs were motivated by low wages. And even fewer, 10 percent, explained their move by a pursuit of higher wages.

It is essential to note that when job openings and incentives to move exist, the act of labor migration does not always take place. This is due to definite factors related both to the change in the work place (the move, different work, or training for a new occupation, and also to adaptation to an unknown collective, a new residence, and type of work. All this requires definite physical and inner demands, and sometimes also material means, from the worker. In cases in which the costs are considerable, they may serve as a definite obstacle even to migration promising advantages.

The work places in regions of development possess a broad set of characteristics reflecting social, economic, and psychological levels of work and life. Comparison of two work places (one now held and one to be held in the future) assumes a contrast of a whole set of benefits to be obtained by the worker in these regions, that is, an estimation as a "balance sheet" of the expected gains and losses. At the same time, a gain in some respects (in wages or in interesting work) is ordinarily accompanied by some loss in others (remoteness from cultural centers, absence of consumer services, and a new environment).

In order for a worker who is preparing to move to be able to weigh all the pros and cons, he needs information. The combination of the expected working and living conditions, and also wages and means and time for a change in work are known only partially to the migrants. More complete information could play an appreciable role in the evaluation by a person of the expediency of such a move and in the end would promote more rapid adaptation, and therefore also attachment to the new place.

The problem of the formation of industrial collectives on newly developed lands must basically be resolved by means of the movement into these regions of the agricultural population of the republics of Central Asia living there, where an excess amount of manual labor is observed. But experience shows that if the collectives of cotton-growing sovkhozes in regions of development to a definite degree are collectivized because of the agricultural population of the Fergana Valley, the production collectives of the construction and industrial complexes are enlarged weakly because of this source. More than 50 percent of the people working here migrated from the European part of the USSR.

The fact is that, as a rule, the native population of Central Asia is characterized by lasting stability in relation to the place of work and residence. And if among the rural inhabitants, a labor migration takes place, it is done by whole groups (from which a collective of the Sovkhoz, department, or brigade is also formed). Individual labor migrations from rural regions of Central Asia take place considerably more rarely. This factor must not be ignored.

The importance of functions which labor mobility fulfills for the regions of development of irrigated lands in Central Asia requires an organization of social management such that the interests of the individual and of production at each specific part both of the production and the social sphere would be joined and coordinated.

The especially complex task of social management is related to the regulation of labor mobility. Labor migrations must serve simultaneously both the satisfaction of the needs of production in the work force and personal interests. Not infrequently the interests of production and of the individual differ in the relationship of the desired directions of labor mobility, and then these migrations fulfill only one function. This arises in the case in which only the problem of fulfilling the plan tasks interests the leaders and only the material direction interests the workers. It is possible to present many examples of how labor mobility, motivated by the personal interests of the worker comes in conflict with the interests of social production. Such are the migration from the northern regions of the country to the south, the weak outflow of the population from the rural regions of Central Asia, and the transfer of some highly-skilled workers to less complex and more comfortable duties.

Analysis of all possible concepts related to the possibility or impossibility of social regulation of labor mobility does not enter into our task. Our viewpoint is that by changing several factors purposely, it is possible to influence the intensity of labor migrations.

As it is well-known, the inhabited regions of Central Asia, because of the high density of the rural population, are not yet in a position to allow a person the possibility of changing jobs without a change in occupation and residence. Therefore, it can be assumed, on the one hand, that the influx of excess rural population into the new zones of development of irrigated lands, where the freedom of selection of the work place is immeasurably broader, will be increased, most of all because of agricultural workers engaged in unskilled manual labor, because for them there is no problem with a change in occupation. Rapid development of transport communications and resources must also increase the intensity of migrational processes.

On the other hand, there should not be excessive hope for uncontrolled growth of labor migration to developmental zones. It needs to be kept in mind that in proportion to the growth of the social-economic level for rural inhabitants, other opportunities will also be opened in the system of labor migrations. In particular, for the republics of Central Asia, rapid development of industrial strengths in machine building, power engineering, and the chemical and processing industry is characteristic, which in its turn requires an additional work force. Therefore, for rural inhabitants of Central Asia, it does not seem a complex matter now and in the long-term to find a vacant position also in addition to the regions of land development.

It means the improvement of activity for the attraction of working hands to the regions of complex development is related to the organization of purposeful management by this process. Not labor mobility as such must serve as the objective of social management, but all those elements of the social-economic system in the framework of which this process is achieved. In this case, the regions of outflow and regions of inflow of workers pertain here.

The practice of the development of irrigated lands in Central Asia showed that sometimes to motivate worker migrations, it is sufficient to inform the corresponding contingent of workers of the scope, conditions, and level of pay

in these regions. In other cases, announcements on the radio, on television and in print on the social-economic necessity for development of virgin soil seem to be effective. The organizational forms of migration were important methods of influence on labor migration to these regions: the distribution of places in Komsomol tours, organizational recruitment, and agricultural immigration. The government in this case not only made the necessary information available to the workers, but also organized with its resources the removal to the new place, compensated for expenses, and materially motivated the moves.

Although all these measures played and will still play an important role in the organization of labor migration to regions of development of new lands in Central Asia, their value as means to regulate labor mobility in the future should not be overestimated. As a rule, these measures appear to be effective when the organized labor migrations not only satisfy the requirements and needs of production but also promote an improvement in the living conditions of the workers. Otherwise, personal interests come in conflict with public, the satisfaction of the workers diminishes, and this leads to a decrease in labor productivity and the efficiency of production, and at the first opportunity, to a move either to previous or to new work places.

In spite of the multiplicity of factors influencing the labor migrations to regions of comprehensive development, these migrations in the final analysis are closely related to the lack of balance of social-economic factors, the disparity between the level of life in the regions of the previous place of residence and regions of new lodging. Therefore, the degree of adaptability in regions of comprehensive development of irrigated lands in Central Asia depends not so much on the absolute amounts of income, living conditions, requirements for food and manufactured goods, and development of branches of the service field, as on the degree of surpassing these indicators in comparison with the regions of the outflow of population.

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LABOR

LABOR EXPERT AFFIRMS MANPOWER INCREASE IN CENTRAL ASIA

Moscow ARGUMENTY I FAKTY in Russian No 13, 25 Mar 86 p 8

[Yu. Kleymenov, Labor Resources Administration chief, USSR State Committee for Labor and Social Problems, answers a question from one V. Mamedov of the city of Sheki under the "Question - Answer" rubric; first paragraph is the question, second the ARGUMENTY I FAKTY introduction to the answer]

[Text] According to allegations of Western "sovietologists," our Central Asian Republics will be faced with unemployment during the 12th 5-Year Plan. Is this so? [signed] V. Mamedov, city of Sheki.

Our correspondent A. Aliyev asked Chief of the Labor Resources Administration of Goskomtrud SSSR [USSR State Committee for Labor and Social Problems] Yu. Kleymenov to answer this question.

Over 50 years now have passed since the last unemployed person was registered at a state employment agency in our country. However, to this day it seems to some people in the West that unemployment--that terrible scourge of the capitalistic world--also should spring up with us. Just now they are trying to base this allegation on the fact that the natural growth of labor resources in Central Asia is significantly greater than the average for the country.

Indeed, the greatest growth in labor resources is being observed precisely in this region. Suffice it to say that the natural growth per 1,000 persons of population is 2.7-3.7 times as great as the average union [national] level.

However, this in no way means that unemployed persons will appear in the Central Asian Republics. The demographic situation is forecast accurately enough for many years in advance, and, under the conditions of socialist planned economy, is taken into account in the policy for development and distribution of productive forces.

Construction of new enterprises is the principal means of providing the work places [jobs] for growth in labor resources. As a result, the growth rates in numbers of blue- and white-collar workers in the Central Asian Republics were somewhat more than two times greater than the national averages in the 11th 5-Year Plan. In particular, further development of the South Tajik Territorial [Regional] Production Complex, and accelerated development of the electric

power industry--the base for energy-intensive industries: chemical, non-ferrous metallurgy, etc.--are planned in accordance with the Basic Directions of USSR Economic and Social Development for the Years 1986-1990 and the Period to the Year 2000.

A significant demand for manpower will be made in sectors of the nonproduction sphere--indeed, according to the Basic Directions, the volume of paid services offered to the population must be increased 2.1-2.3-fold by the year 2000.

The construction of branches of industrial enterprises, workshops and subdivisions, in rural areas and small and medium-sized cities, where the main growth in labor resources is being registered, will receive more extensive development in Central Asia.

Taking into account that women with underage children and mothers with many children constitute a substantial part of the labor resources in the region, great attention will be devoted to developing different forms of employment: work at home, and schedules of less than the full working time.

In the rural areas, the production cooperation of industrial and agricultural enterprises, which permits employing labor resources during the off-season period, will receive further development.

Central Asia is an integral part of the country's common national economic system. The role of the Central Asian Republics in providing regions of new industrial development in Siberia and the Far East with a labor force, and the most important national economy projects in other regions of the country with the crucial balance of labor resources, is increasing steadily. Such systematic forms of territorial [regional] labor-force redistribution as organized recruitment of workers, public appeals to youth, and the so-called "agricultural resettlement" of families are growing at accelerated rates.

The organized recruitment of workers and the "agricultural resettlement" of families are being conducted by republic committees for labor, labor departments of oblispolkoms [oblast soviet executive committees], and the office [byuro] for population [or "settlement"] job placement; and the public appeal to youth by Komsomol [Leninist Communist Youth League] organs.

Various government departments for labor conclude contracts for fixed periods, on behalf of enterprises and organizations, with citizens leaving for work through organized recruitment. Young workers leaving through public appeal may conclude similar contracts upon arrival at the work place.

The cost of transportation fare for the worker and members of his family, and expenses for the shipment of belongings, are paid to those leaving for work through organized recruitment or public appeal; per diem for every day spent in travel, and a one-time allowance for the worker himself and each relocating family member are paid; wages are paid for the days of preparation for the trip and moving into new housing, as well as for the time spent in travel.

Provision also is made for substantial benefits in the "agricultural resettlement" of families. A one-time monetary allowance is paid at state expense to families relocating on kolkhozes [collective farms] and sovkhoses [state farms], the cost of the transportation fare to their destination is paid, as well as the cost of shipping belongings weighing up to 2 metric tons. During the first year, they are given separate houses, or apartments, and nearby garden plots.

And, for the first 2 years after relocation, the resettlers are exempted from apartment rent, and they are given fuel and public services free of charge. They are entirely exempted from paying the agricultural tax for 8 years, including the year of resettlement. Provision is made, as well, for a number of other benefits.

The organized recruitment of workers and the "agricultural resettlement" of families are acquiring greater and greater popularity in the Central Asian Republics. During the years of the last 5-year plan, inter-republic organized recruitment increased 1.5-fold and "agricultural resettlement" of families 3-fold by comparison with the end of the 10th 5-Year Plan.

Training in vocational and technical schools of the country's other republics is becoming a relatively new form of labor-force redistribution more and more popular with young people of the indigenous nationalities. The young people obtain the most modern work specialties and, at their own discretion, either return to their native areas or remain to work at local enterprises.

We have grown accustomed to the fact that unemployment does not threaten our country's workers. And, indeed, behind this stands the Soviet State's constant activity aimed at providing the population with full employment and, consequently, at protecting one of the most important constitutional rights of USSR citizens--the right to work.

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EDUCATION

CPSU CENTRAL COMMITTEE GUIDELINES FOR EDUCATION REFORM

PM171200 Moscow PRAVDA in Russian 1 Jun 86 First Edition pp 1-3

["CPSU Central Committee Draft Basic Guidelines for the Restructuring of Higher and Secondary Specialized Education in the Country"]

[Text] Resolving the program task of accelerating the country's socioeconomic development requires a radical improvement in the professional and Marxist-Leninist training of specialists. The skill and competence of cadres and their high civic responsibility determine to a large extent the scale and rate of scientific and technical progress and of the intensification of the national economy. The restructuring of higher and secondary specialized education charted by the 27th CPSU Congress decisions is one of the urgent and most important tasks in the development of society at the present stage.

I. The Higher and Secondary Specialized Education System and the Acceleration of the Country's Socioeconomic Development

The USSR's higher and secondary specialized education system has historic services to society to its credit.

The specialist cadres it has trained have made it possible to successfully resolve the most complex tasks of socialist building and the creation of a modern powerful economic, scientific, technical, and defense potential for the country. A short period of time has seen the formation of a multinational people's intelligentsia which has made a considerable contribution to developing material production and the spiritual sphere and increasing the people's general educational and cultural level.

A ramified network of higher and secondary specialized educational establishments operates in all union republics and economic regions. The higher education system is not only the source for replenishing the national economy with skilled cadres but is also a component part of the country's scientific research complex. Soviet scientists and engineering and technical personnel are the leaders in developing a number of new avenues of science and creating many types of progressive equipment and technology.

Our artistic intelligentsia's achievements have won world recognition. The Soviet higher education system engages in extensive international cooperation

and gives many of the world's countries a great deal of assistance in training national cadres.

At the same time unresolved problems have begun to accumulate and negative phenomena have begun to build up in the training and utilization of specialists recently. The predominance of extensive paths of development was also manifested in the sphere of higher and secondary specialized education. The constant and to some extent unjustified growth of output of specialists was not accompanied by the requisite improvements in the quality of their training. The level of instruction and education is not fully in accordance with the tasks of accelerating the country's socioeconomic development and rapidly mastering the achievements of science and technology.

The higher education system has witnessed an unjustified fragmentation of specialisms and a considerable increase in their number, which has had a negative impact on general scientific and vocational training.

Departmental and localistic interests have caused the training of cadres with the same specialisms to be fragmented among many educational establishments. The formative process of a large number of new VUZ's has taken too long.

Alongside leading VUZ's--real educational and scientific centers where in-depth research into topical problems is organically combined with the shaping of highly skilled specialists--there are a considerable number of VUZ's which do not provide high-quality theoretical and practical training for their graduates.

The accent in the educational process is placed on expanding the volume of material being studied, which leads to the overloading of students and harms the development of the skills of independent creative thinking. The necessary attention is not devoted to individual work with future specialists, and the requisite conditions for such work have not been created. The normatives governing the number of students per teacher do not match present-day requirements for the organization of the educational process. Many educational establishments are isolated from production and have weak links with academy and sector scientific establishments.

As a result a considerable proportion of young specialists prove not to be ready for the development and utilization of new generations of equipment and technology and fail to acquire the requisite skills in utilizing modern means for the automation of technological processes, design and scientific experiments, and production management. Their mastery of effective methods for uncovering and mobilizing production reserves and intensifying production is poor. As a result of inadequate clinical training medical VUZ graduates are often unable to make a skilled diagnosis and provide the correct treatment. The quality of instruction in other groups of specialisms also fails to match present-day requirements.

There has been an unjustified downgrading of the role of the secondary specialized education system in training middle-level cadres needed by the country, and its place in the changed conditions of present-day production and the vocational educational system has not been precisely defined.

The problem of improving the administration of higher and secondary specialized education has come to a head. Today 894 VUZ's come under the jurisdiction of 74 union and republic ministries and departments, 30 of which have only 1 or 2 institutes. Secondary specialized establishments are led by over 200 departments. Many sector ministries have not ensured that the VUZ's under their jurisdiction have the requisite level of scientific and teaching cadres for instructional and methodological work or the requisite level of material and technical supply. The USSR Ministry of Higher and Secondary Specialized Education does not effect the requisite leadership of higher and secondary educational establishments and does not exert sufficient influence on sector ministries' VUZ's.

Nor has the system for improving specialists' qualifications and retraining them become an effective lever for accelerating scientific and technical progress. Neither in terms of scale nor in terms of depth of instruction does it accord with the tasks of transferring the economy to a qualitatively new technical basis. This system's existing network of training subdivisions does not ensure regular and prompt updating of specialists' knowledge, and VUZ's potential is poorly utilized to this end. The USSR Ministry of Higher and Secondary Specialized Education does not carry out in full the functions imposed on it for providing methodological leadership of the system for improving cadres' skills and retraining them.

For a long time the increasing gap between the standard of specialists' training and the requirements of social practice was not properly appreciated. Past successes in developing higher education hid the growth of serious difficulties, and the attention paid to its shortcomings and needs declined.

There has been a serious lag in the material base of VUZ's as a result of inadequate appropriations. It has become obsolete and does not match the tasks of training present-day specialists. The provision of computer and other modern equipment for the higher and secondary specialized education system is completely unsatisfactory. A shortage of educational premises, libraries, and hostels can be observed. Cadre-using ministries' participation in strengthening the instructional and laboratory base of VUZ's and technical colleges and providing them with new equipment is negligible, sporadic, and not obligatory. A number of ministries and departments which receive a large number of specialists play practically no part in developing the corresponding educational establishments. The material and technical base of associations, enterprises, and academy and sector scientific research institutes is poorly utilized for training cadres. There are substantial shortcomings in the staffing of VUZ's with highly skilled professorial and teaching cadres. Less than one-third of the departments are headed by professors. The bulk of teachers in many specialized departments lack adequate practical experience. The existing procedure and level of remuneration in the higher education system does not encourage major national economic specialists and scientists to be attracted into teaching work. It is necessary to improve the provision of grants for postgraduates and students, primarily those with practical work experience and also servicemen released into the reserve.

Major shortcomings in the utilization of specialists are substantially reducing the economic and social significance of the results of the higher and secondary specialized education system's activity. At a time when the interests of accelerating scientific and technical progress require the mobilization of the country's entire intellectual potential there has been an intensification of the trend toward a wasteful attitude to its utilization. Every second specialist with higher education in industry is working in a job which does not require the skill and specialism he has acquired. Irrational use is also made of agricultural, teaching, and other cadres. Plans for training specialists do not reflect the national economy's real requirements. They are shaped on the basis of disordered and frequently distorted tables of organization and unjustified requests from ministries and organizations which bear no responsibility for this.

A particularly alarming situation can be observed in the engineering corps. In many instances engineers spend only one-third of their time on technological design, research, and analytical work. Engineers' posts are often specified where there is no need for a higher technical education, and the proportion of technicians' posts in tables of organization has been manifestly cut back.

The prevailing practice in utilizing specialists is also explained by their low wage levels. Differentiation of their wages depending on the quality and complexity of the work they do is totally inadequate. The decline in the prestige of the labor of specialists, particularly engineers, has come into acute contradiction with the technical intelligentsia's objectively increased social role in society. These processes have led to a decline in the attractiveness of engineering and technical education for young people, a lessening of students' amenability to training, and a reduction in VUZ entrance competitions.

There is thus a need for higher and secondary specialized education to be restructured in depth and brought into line with the tasks of accelerating the country's socioeconomic development at the present stage.

Enhancing the role of higher and secondary specialized education as a most important factor exerting a long-term influence on the economy and the ongoing development of the whole of socialist society is an urgent requirement of the time. The system for training specialists, and primarily the higher education system, is called upon to be an effective instrument and platform for implementing a unified state scientific and technical policy. On the basis of scientific forecasting of the development of the national economy it has to shape in advance the cadre resources for accelerating scientific and technical progress.

Higher education is assuming increasing significance in improving social relations, asserting the socialist way of life, and galvanizing the human factor. In the course of the restructuring of the higher education system it will be necessary to increase its role in the spiritual sphere of society, in boosting the population's educational and cultural standards, gradually eliminating the substantive differences between mental and physical labor, and strengthening the fraternal friendship of all the country's nations and ethnic

groups. The democratic principles of the Soviet higher education system's activity will be further developed. It is important to enrich the content of higher education in terms of ideological theory and the humanities and reinforce its links with social practice as the basis for shaping high civic and moral qualities in the individual. Fuller use will have to be made of educational establishments' great potential in improving the communist education of young people and all working people.

The result of the restructuring of the higher and secondary specialized education system must be to ensure a new quality of training of specialist cadres closely linked with a radical improvement in their utilization guaranteeing that our country emerges in the forefront of scientific, technical, and social progress. The party regards the higher education system as an important part of the entire system of cadre policy. The task is being set of ensuring that higher and secondary specialized education develops at a preferential rate compared to the rate of technical modernization of the national economy.

II. The Integration of Education, Production, and Science

A most important avenue and fundamental lever in the restructuring of higher and secondary specialized education is its very close integration with production and science and a transition to new principles for their interaction. It is necessary to elaborate and implement a system of measures ensuring a substantial increase in the reciprocal interest and responsibility of VUZ's, enterprises, organizations, scientific and cultural establishments, kolkhozes, and sovkhozes in substantially raising the standard of cadres' instruction and education and improving their utilization. The new types of mutual relations between them must be based on contractual commitments envisaging the targeted training and retraining of cadres on a state, planned basis with the expenditure on this being partially recouped from sectors of the national economy.

In accordance with contracts concluded within the framework of state plans VUZ's are called upon to train and improve the skills of cadres in the necessary numbers to a high standard and within prescribed deadlines, while sectors of the national economy and enterprises are called upon to provide partial compensation for expenditure on the training of specialists and create the conditions for the rational utilization of graduates. The participation of enterprises and organizations in improving the quality of training of specialists is to be stepped up on the basis of such long-term relations.

Proceeding from the premise that it is production which is essentially the main material base and natural proving ground for cadre training, it is necessary to expand the progressive practice of transferring part of the training process to production by creating education-science-and-production complexes incorporating subsidiaries of educational establishment departments, scientific research laboratories, and experimental centers. It is also necessary to organize sector education centers as part of associations, plants, factories, scientific and design organizations, medical treatment establishments, and agro-industrial complex enterprises. This must serve as a

reliable precondition for combining the fundamental education of cadres with training for them to work under the conditions of specific practical activity.

The deepening of the integration of the higher education system and production creates more favorable conditions for the widespread exchange of cadres between VUZ's and enterprises. Those involved in the development of new equipment and technology must participate in molding specialists for producing them, while professors and teachers must play a part in increasing skills and enriching the theoretical knowledge of engineering and technical workers, which guarantees reliable feedback between the education process and practical activity. New opportunities are also opening up for improving work in upgrading the skills of teachers, particularly young teachers, lacking practical experience.

A closer link between VUZ's and specific sectors and enterprises will also make it possible to strengthen contractual relations in conducting scientific research. Attention must be devoted mainly to intensifying cooperation between VUZ scientists and production specialists in carrying out trials and experimental work and introducing completed development projects. It is expedient to develop the practice of organizing joint laboratories, design bureaus, and experimental production facilities.

The partial repayment by sectors of material production of expenditure on cadre training will ensure additional funds for modernizing the scientific education process in VUZ's. Such funding could come from production development funds and also from sector and enterprise funds used for training cadres and carrying out scientific research. In addition, sectors' retooling and modernization plans must also make provision for capital investments to be allocated to strengthening the material and technical base of VUZ's. It must become the rule that the expansion of training or the introduction of new specialisms in educational establishments is accompanied by once-only capital investments by the interested sectors. When necessary contractual principles could also be extended to the mutual relations between universities and institutes on the one hand and scientific establishments on the other.

An important avenue for improving the interaction between the higher and secondary specialized education system and production involves making the transition to a new machinery for elucidating real cadre needs and overcoming on this basis bureaucratic methods for determining the level of provision of training for specialists. Study of the need for cadres and the shaping of their vocational and skill structure must be based on joint activity by enterprises and educational establishments in certifying specialists' jobs and precisely determining the functions and content of workers' labor, which must promote the elimination of often concealed surplus provision in the training of specialists. On this basis it is necessary to elaborate new table of organization structures for sectors of the national economy and resolutely eliminate superfluous engineer's positions in all components of the administrative apparatus. Normatives governing the number of engineers provided for production must be determined on a strictly scientific basis taking Soviet and foreign practical achievements into account. At the same time contractual relations are called upon to expand the training of

specialists with higher education in the sphere of production management and organization, sociology, and psychology.

The improvement of the cadre structure must be closely linked to the measures being implemented to improve moral and material incentives for engineering and technical workers and to their real contribution to the acceleration of scientific and technical progress. Here it is necessary to establish a substantiated correlation between engineers' and technicians' remuneration and the wages of other categories of workers.

In addition legal and administrative measures will have to be elaborated to increase the responsibility borne by ministries, departments, enterprises, and organizations for ensuring that requests for cadre training are substantiated and also for resolving the questions of retaining young specialists in production and creating the requisite conditions for their labor and everyday life.

For their part VUZ's must step up their concern for the rational utilization and constant professional growth of specialists and for increasing the efficiency of their work. The task is being set of ensuring that the higher education system sees to it that its charges maintain a high level of knowledge throughout their practical activity.

The intensification of the integration of the higher education system and production must increase the role of the consumer in assessing the standard of cadre training.

In view of the fact that the quality of their instruction is reflected directly in their practical activity, it is expedient to establish the following procedure for certifying young specialists: On graduating from a VUZ they will be presented with a diploma denoting the receipt of higher education, and at the end of three years' working where they have been assigned they will receive a specialist skill certificate which must reflect the growth of their skills throughout their labor activity. It is also necessary to regularize the existing system of periodic certification of specialists, which should be carried out at least once every three years. To encourage quality and skill in labor it is necessary to establish several categories of specialist jobs with a corresponding salary scale linked to the nature and quality of the work done. The skill certificate must serve as the basis for holding a corresponding specialist job.

III. The Main Task of the Higher Education System Is To Improve the Quality of Training of Specialists

The priority task is to effect a resolute reorientation away from mass, bulk instruction to the intensification of the individual approach and the development of future specialists' creative abilities on the basis of independent work by them and active forms and methods of instruction: seminars and practical classes, discussions, and modeling of production and practical situations. One of the main methods for developing analytical and creative thinking must be obligatory participation by students in scientific research and real design planning and technological design development

projects. Computerization will be a reliable means for comprehensively intensifying and improving the quality of the educational process.

To successfully resolve the task which has been set it is necessary to reduce the load of lecture classes which students have to attend and improve the organization of independent work, with teachers providing methodological assistance and supervision. To improve the conditions for individual work it is necessary to reduce the number of students per teacher, including by cutting back the number of students in certain specialisms. Practical, seminar, and laboratory classes must be conducted, as a rule, in groups of up to 15 people. Instruction on the basis of individual teaching plans must be developed. The range of faculty courses and disciplines available as options must be increased.

It is necessary to create an atmosphere of intense struggle for knowledge in student collectives and to promote the fullest flowering of young people's abilities and talents. Developing competitiveness in acquiring knowledge in every way must be the priority in all work to galvanize students' educational activity. The responsibility which students bear for the results of educational work must be increased. More exacting and objective assessment of the quality of instruction must be ensured, with manifestations of percentage-mania and formalism excluded from the assessment of students' knowledge. The dependence of the number of teachers on the student drop-out rate must be eliminated. Professorial and teaching staffs must be determined on the basis of enrollment plans, the number of teaching groups formed, and the characteristics of the organization of the educational process in VUZ's of various types. Increased starting wages must be established for graduates who receive a diploma cum laude.

The structure of cadre training in the higher education system requires regularization. It is necessary to overcome the narrow departmental and discipline-based approach to establishing the range of specialisms and considerably reduce the total number. There must be a transition to the shaping of broad specialists combining in-depth fundamental knowledge and thorough practical training geared to a specific sector. The participation of production in the completion of future specialists' training and a developed system for improving skills must ensure the specific specialization and rapid adaptation of cadres to the changing conditions of their practical activity.

In accordance with the Basic Guidelines for the Restructuring of Higher Education it is necessary to switch to new teaching plans and programs and to regularize the system for regularly updating them in the light of the latest scientific, technical, and cultural achievements and modern practical requirements. Teaching plans must incorporate a reserve of up to 15 percent of teaching time.

Life insistently demands the introduction of differentiated training of specialists adapted to the main types of their future professional activity.

For production with a high scientific content and scientific subdivisions of enterprises and organizations it is necessary to ensure intensified training of cadres by transferring students who display a bent for scientific and

technical work to individual teaching plans, including plans involving an extended period of instruction or a year's work experience at leading enterprises. Extramural postgraduate studies and the institution of trainee researchers must also be expanded for this purpose. The training of such specialists must be carried out in accordance with specific requests from associations, enterprises, establishments, kolkhozes, and sovkhozes.

Given the transition to training broad specialists it will be necessary to find new solutions to questions relating to the organization of their practical production work. There must be an increase in the role of such work in getting students to master the skills of professional expertise and the fundamentals of organizational and educational work in labor collectives. The responsibility of ministry, enterprise, and establishment leaders for the vocational and practical training of specialists must be intensified. This work must be regarded as their most important obligation in molding cadres for their sector. Leading production workers must be extensively enlisted in the practical instruction of students. The conditions must be created for every student to obtain a worker's trade and undergo a period of training as a technician or engineer or in other appropriate posts. When necessary provision in a number of specialisms must be made for an increase in the time spent in practical production work, primarily at the final stage of training. Sector educational centers must be utilized more actively for this purpose.

There is a need for a fundamental improvement in the system for training specialists without time out from work--the main channel for young working people to obtain higher education--including training involving a reduced duration of instruction for graduates of secondary specialized educational establishments. Provision must be made for measures ensuring a substantial improvement in the quality of specialists at evening and extramural studies departments, and a list of specialisms in which instruction of cadres can be successfully carried out here must be determined. Engineering and technical VUZ's providing extramural and evening forms of instruction must accept only workers employed in their chosen or a related specialism, must not establish an admissions plan, and must take on everybody who passes the entrance examinations.

Broader use must be made of the system of training specialists without time out for work as an effective form for upgrading working people's skills and providing people with a multifaceted education. All citizens must be provided with the opportunity to obtain additional knowledge in individual disciplines or cycles of corresponding disciplines.

With a view to improve the quality of cadre training particular significance must be attached to the selection for VUZ instruction of the most highly trained young men and women who have displayed a leaning toward the chosen specialism. It is necessary to make the transition to long-term forms of vocational orientation of young people and make more extensive use of psychological and pedagogical scientific methods ensuring the elucidation of young people's leanings and abilities. There must be a constant improvement in admission regulations and an increase in the objectivity of selection competitions for admission to VUZ's.

Work to improve the social makeup of the student body should be intensified. The sending of young production workers to VUZ's with enterprises and kolkhozes paying them an increased grant should become a more widespread practice. Leading workers from all sectors of the national economy with at least two years' work experience and also servicemen discharged into the reserve should be admitted to the training departments set up under VUZ's.

IV. Ensuring That the Training of Specialists in Various Types of Educational Establishment Matches Present-day Requirements

The higher and secondary specialized education system is called upon to mold cadres who combine in-depth vocational training and ideological-political maturity and have been educated in the spirit of Soviet patriotism and proletarian internationalism and a spirit of readiness to come to the defense of the socialist fatherland. Today's specialist must possess a thorough Marxist-Leninist training, modern economic thinking, administrative and organizational work skills, active methods of computer utilization relevant to his specialist activity, a high standard of general culture, and a knowledge of a foreign language. He must be distinguished by initiative and responsibility, a need to constantly update and enrich his knowledge, and the ability to boldly take innovative decisions and actively implement them.

Proceeding from the projected guidelines for the restructuring, it is necessary to specify the demands made of the development of educational establishments of various types and the basic reference points of their activity under present-day conditions.

The need for the comprehensive improvement of universities' activity means raising the standard of the higher and secondary education system to a qualitatively new level. University graduates are expected to champion advanced scientific thinking at all levels of public education at the present stage of its development. Universities' scientific teacher-training collectives must show special concern for training highly skilled teachers for general education and vocational schools. It is necessary to significantly enhance the universities' role in training theoretical cadres in the sphere of Marxism-Leninism and natural sciences for academic and sectoral science, higher education, ideological institutions, and modern production.

The education process in universities must ensure the combination of high quality theoretical and applied training and a differentiated approach to the training of graduates for work in teacher training, research, and production activity. The training of specialists must develop in the new areas where different sciences meet.

In order to mold cadres with a fundamental knowledge of natural sciences it is expedient for leading universities to have special branches and departments for training and retraining specialists in those forms of industrial and agricultural production and health care where intensive use is made of science.

While adding to the latest areas of scientific knowledge, universities are obliged to increasingly consolidate the country's scientific-theoretical

potential, influence the acceleration of the socioeconomic development of the relevant regions, and become true centers of science, culture, and communist education.

The acceleration of scientific and technical progress dictates the special need for a resolute restructuring of engineering and technical education. Cadres must be trained capable of ensuring revolutionary transformations in the technical, technological, and organizational aspects of production and a manifold increase in labor productivity. The training of broadly-based specialists [spetsialist shirokogo profilya] should envisage a deepening of the theoretical basis, the assimilation of the fundamentals of engineering and administrative activity, and the significant improvement of practical training involving production.

The process of molding engineering cadres should be subordinated to the development in them of the attributes of independent technical creativity, the systematic analysis of technical and economic problems, and the ability to find effective solutions. Aptitude and proven ability in technical creation should be the most important criteria used when selecting young people for engineering specialisms.

The implementation of the USSR Food Program is indissolubly linked with the improvement of higher agricultural education. Future specialists must be thoroughly trained to assimilate modern intensive plant cultivation and stockraising techniques taking account of the industrialization of agricultural work, the agroindustrial integration of production, and the transfer of kolkhozes and sovkhozes to real and complete autonomous financing. Special attention should be paid to developing cadre training in the new areas of science and technology, such as genetic engineering, biotechnology, and other spheres, as well as managerial activity. The future specialists' training in ecological matters and their orientation toward the rational and comprehensive use of nature should be stepped up.

Every experimental farm must be turned into a model scientific training enterprise where students' practical training must be carried out in conditions of the direct implementation of intensive techniques and the advanced organization of production. Graduates of agricultural education institutions are required to bring high standards to the entire life of the modern countryside.

In view of the special urgency of keeping cadres in the countryside it is necessary to improve the selection of rural youth above all for agricultural specialisms and to mold in the future specialists a love for the land and feeling of lofty civic duty.

The need to intensify production and improve management methods raises the task of substantially improving the training of economic cadres. The higher education system is expected to produce specialists with a knowledge of the economic laws of socialism and the mechanism for using them, who are capable on this basis of defining specific ways to increase production efficiency and to formulate measures to improve the management of enterprises, production associations, and sectors of the national economy.

The training of economists must ensure the organic combination of a high standard of political-economic education with a thorough knowledge of specific areas of the economy, a broad outlook in the sphere of equipment and technology, and the ability to use the methods of mathematical modeling of economic situations and solutions. Particular significance should be attached to instilling in students the skills required for the practical solution of economic planning and management tasks and a high standard of economic work.

Current tasks involved in radically improving the quality of Soviet health care persistently demand the improvement of medical education and the considerable intensification of specialists' theoretical and practical training. A closer link must be established in the teaching of medical and biological sciences and clinical disciplines. Graduates must master modern diagnostic methods and the treatment of the human body as an integrated whole. Special attention must be directed to the final stage of the training of doctors and pharmacists within medical and pharmaceutical institutions themselves and to increasing the [subordinatura] and intern [ordinatura] training systems.

One of the main tasks is to inculcate in medical workers high moral and civic qualities and compassion. Medical VUZ's are to be staffed by people who have served at least two years as a junior or intermediate medical worker and also by reserve military servicemen.

The restructuring of higher teacher training which began under the school reform is aimed at achieving the all-around improvement of teachers cadres, who are called on to raise the education and training of the rising generation to a new level and prepare it for an independent life of work. It is important to intensify the link between universities and teacher training institutes on the one hand and secondary educational establishments and preschool institutions on the other. It is necessary to equip the teachers of the future with advanced teaching experience and to instill in them an uncompromising attitude to formalism and outmoded forms of children's education and training.

It is necessary to fully satisfy the growing demand of general education schools, vocational and technical schools, and preschool and extramural institutions for teachers and educators. It is necessary to provide the conditions to ensure that all levels of education are staffed exclusively with teachers and educators who have higher education. It is necessary to develop the training of teachers with a knowledge of a foreign language for preschool institutions.

The most important features of a teacher's professional makeup must be ideological and moral purity, kindness combined with exactingness, generosity of spirit, and love of children. Using only the recommendations of the teaching councils of schools and labor collectives, teacher training institutes must accept people with an aptitude for and experience of work with children as well as reserve military servicemen.

The improvement of the activity of culture and art VUZ's must be subordinated to satisfying Soviet man's growing spiritual and aesthetic demands. In

addition to professional skill graduates of those VUZ's must be distinguished by a thorough awareness of the great significance of artistic creativity and its constructive role in educating the new man and by an ability to reflect the relevant problems of modern reality in art from class and party positions and to assert communist ideals.

It is important to improve the selection of teachers from among writers and artists, who are expected to teach skills while also instilling in creative young people high ideological-political and moral qualities.

It is necessary to raise the standard of training of specialists for cultural enlightenment institutions and to staff them with cadres of organizers of people's creativity and the population's cultured leisure.

It is necessary to considerably step up the role of secondary specialized educational institutions within the vocational education system. The national economy's needs for skilled cadres at the secondary level must be fully satisfied. Technicians should be trained for industry, transport, communications, and agriculture as competent leaders of primary labor collectives, capable of resolving concrete tasks of technical progress at the lower levels of production and of ensuring a high technological standard and the assimilation of new equipment. Improving the quality of work in such important spheres as trade, housing construction, and consumer services depends to a large extent on cadres with secondary specialized education.

Specialists must be given differentiated training based on the real need for cadres and taking account of the level of education of young men and women and the character and complexity of production. It is necessary to develop the training of cadres with secondary specialized education to set up and operate modern machinery and particularly complex manufacturing equipment. It is expedient to set up departments within technical colleges to train team leaders and foremen from among advanced workers by means of a shortened training period and the corresponding material backup. The practice of the accelerated VUZ training for cadres chosen from secondary specialized educational institution graduates must be expanded.

V. Educating Ideologically Mature and Socially Active Specialists

The importance of educating specialists who are harmoniously developed and socially active and of stepping up the ideological and educational functions of the higher and secondary specialized education system is growing immeasurably in resolving the tasks of accelerating economic and social progress.

Professorial and teaching collectives and the party, Komsomol, and trade union organizations at teaching establishments are called upon to step up work to ensure the ideological, political, labor, and moral education of young students and the civic training of future specialists. It is necessary to overcome the existing detachment of educational work from the real problems of cadre training and the tasks of social development. The participation of leading party, Soviet, and economic workers in ideological work with students must be stepped up.

It is necessary to substantially improve the ideological, theoretical, and methodological standard of Marxist-Leninist teaching as the adamant basis for shaping Soviet specialists' scientific philosophy. In order to improve the teaching of revolutionary theory as an integral teaching with an organic unity among its components, it is considered expedient to develop unified teaching programs in the social sciences for various types of VUZ's, to issue new textbooks, and to set up a state Marxism-Leninism examination.

It is important to eradicate the dogmatism and scholastic theorizing that still exist in the teaching of the social sciences and to react sensitively to the changes that are taking place in our lives. The quality of lectures must be improved, and they must illuminate key theoretical questions, the practical tasks of social development, and the CPSU's domestic and foreign policy. The time spent on seminars and individual work with students must be increased, and students must be imbued with the requirements and habits of a systematic and sound study of the works of K. Marx, F. Engels, and V.I. Lenin and of CPSU documents.

Consideration of the orientation of VUZ's and the nature of their graduates' future production activity are a major reserve for improving the effectiveness of social science teaching. Social scientists together with teachers in other faculties are called upon to enhance the philosophical thrust of the entire teaching process, to imbue future specialists with the habits of the creative application of the dialectical materialism method in their vocational and social work, and to foster political vigilance and intolerance of hostile ideology. Students must be given a great opportunity to study the questions of the theory and history of domestic and world culture.

It is necessary to substantially galvanize the scientific activity of teachers from socioeconomic faculties in researching current problems of social development. Their efforts must be focused on in-depth elaboration of the most important questions posed in the CPSU Central Committee Political Report to the 27th Party Congress and the new edition of the CPSU program, while striving to achieve research results consisting of scientifically substantiated practical recommendations and reliable socioeconomic forecasts for regional and statewide organs.

The role played by party committees in the selection, placement, and education of social science teachers must be stepped up. When organizing the improvement of their qualifications concern must be shown to ensure that social scientists' theoretical knowledge is accompanied by the study of practical experience on the basis of attachments to party, state, and economic organs and by extensive familiarization with the activity of labor collectives and primary party organizations.

It is necessary to make more effective use of the entire arsenal of the forms and methods of educational activity and to overcome the fascination with the quantitative aspect of the work to the detriment of its content. The individual approach to the development of future specialists' personalities must be at the center of educational work. We must strive to ensure that student groups exert an effective educational influence on the studies, convictions, behavior, and moral makeup of each member of the collective and

ensure the strict observance by them of the norms of communist morality and the active rejection of antitheses of the Soviet way of life.

Formalism and orchestration in students' social work must be resolutely eradicated. Recognizing the great importance of the student detachment movement, it is necessary to take measures to improve its educational impact and eradicate narrow-minded sentiments and other negative phenomena from its life.

In organizing students' scientific research it is necessary to strive to ensure that young people participating in the resolution of urgent tasks together with leading scientists assimilate civic ethics and a creative and selfless attitude to their chosen work. The holding of competitions involving students' scientific work must be improved.

The sociopolitical practice of future specialists as a tool in turning knowledge into communist conviction must be stepped up and more extensive participation by students ensured in propagandizing party policy among working people and in ideological education and mass sports work with children and teenagers.

Student self-management and the initiative and independent activity of student collectives and the Komsomol and trade union organizations of VUZ's in solving all questions of student life should be developed in every possible way. Questions of students' socially useful labor and leisure and the maintenance of order in hostels, canteens, study areas, and libraries must be placed fully under the jurisdiction of student organizations.

Fuller use must be made of VUZ Komsomol rights in the All-Union Council for Higher Education and in VUZ and faculty councils to raise fundamental questions of training and education on the basis of a study of students' opinions and proposals on improving the organization of the teaching process and raising the quality of teaching. Komsomol organizations at educational establishments and organs of student self-management must focus on questions of the creative assimilation of vocations and the improvement of education in the teaching process.

The organization of the rational use of young students' spare time must be a subject of constant concern for student collectives with a view to comprehensively developing personalities and asserting a healthy, cultured, and sober way of life in the student environment. Cardinal measures must be taken to develop mass physical fitness, defense, and sports work as an effective means of molding physically healthy and creatively active generations of specialists. To that end extensive use must be made of the cultural and sports base of enterprises and departments.

VI. The Comprehensive Development of VUZ Science Is the Basis for Improving the Training of Specialists and an Important Reserve for Accelerating Scientific and Technical Progress

The contribution of VUZ science to the resolution of the tasks of accelerating the country's socioeconomic development must be decisively improved. The

advantages of the higher education system must be more actively utilized, first and foremost the concentration in educational establishments of scientists in various fields and the development of comprehensive national economic and intersector scientific and technical problems. Measures must be taken to strengthen the links between VUZ, academic, and sector science and to overcome their lack of coordination. Unity must be ensured between scientific and educational work, students must be extensively involved in research, and the quality of the training of specialists must be improved on this basis.

It is necessary to substantially expand the scale of scientific research and developments carried out by VUZ's and to strive to sharply improve their national economic returns. To this end it is necessary to double the amount of fundamental research and approximately triple or quadruple design, technological, and experimental work. The existing structure of the division of labor, financial, and material resources must be reviewed and resources must be channeled first and foremost into the final stage of the "research-development-introduction" cycle. In conducting fundamental and exploratory research, coordination between leading universities and institutes with academic scientific institutions must be stepped up. Allocations for the development of fundamental research must be increased via the state budget and using some of the funds received by VUZ's for carrying out contractual economic work. The conduct of state-financed research at faculties must be regulated and the faculties supplied with material resources and ancillary staff.

In order to ensure the engineering processing of research results and to accelerate their implementation it is necessary to expedite the development in the higher education system of the design, technological, and experimental base and, first and foremost, inter-VUZ organizations and enterprises. On this basis it would be expedient to commence manufacture of experimental mockups and small runs of new articles and to set up small-scale [malotonnazhnyye] production facilities. Specialized subunits should be set up to develop software for the automation of scientific experiments, planning, and the management of technological processes and production.

Ministries and departments must step up the assistance given to VUZ's in developing the experimental base, transfer a number of enterprises to them, and involve their production capacities in manufacturing experimental mockups of new equipment and developing progressive techniques.

It is necessary to improve the organization and boost the efficiency of the scientific research and experimental work carried out by VUZ's on economic contracts with enterprises and institutes. Contractual economic work to resolve large-scale socioeconomic, scientific, and technical problems on the basis of long-term comprehensive contracts between the management organs of VUZ's and sector ministries and between educational establishments and production associations and enterprises must be developed.

In order to accelerate the introduction of completed VUZ developments the practice must be introduced of providing appropriate cadres for them through the purposeful training of specialists and the retraining of enterprise workers.

With a view to expanding the front of exploratory and fundamental research and developing and renewing the experimental and production base, VUZ's are permitted in economic contracts for the fulfillment of scientific research work to envisage plan accumulations totalling 20 percent of the estimated cost.

The practice of creating temporary collectives of scientists and specialists from educational establishments, sector scientific research and project organizations, and enterprises in order to complete design and experimental work and to introduce the most effective innovations must be considerably expanded.

It is necessary to cardinaly improve material and technical supply to scientific research and experimental work in the higher education system and to extend to the organization of this supply the "Science and Scientific Services" procedure established for the sector.

An atmosphere of high civic responsibility and demandingness for the acceleration of scientific and technical progress must be created in VUZ scientific collectives.

VII. The Improvement of the Quality of Scientific and Science Teaching Cadres is a Decisive Factor in Boosting Higher Education and Scientific Research

The quality of the teaching and educational process is determined first and foremost by professors and teachers. The entire course of social development places VUZ science teaching cadres at the forefront of the struggle to accelerate scientific and technical progress. It is necessary to substantially improve the organization of the professorial and teaching staff and to create favorable conditions for revealing the creative abilities and skills of young science teaching workers.

The training of candidates of science through postgraduate study must be expanded mainly in isolation from production. It must be deemed expedient to increase the scale of postgraduate study taking account of the growing demands of high-technology production. The selection of capable young people for postgraduate study must be improved, first and foremost on the basis of specialists with, as a rule, experience of working in their chosen scientific area. The level of postgraduate students' scientific and ideological training must be considerably improved. Dissertation topics must be concentrated on the priority avenues of science and technology. The organization of the training of young specialists for independent science teaching activity must be improved on the basis of probationary teaching and research posts, and this practice should be expanded. The selection and reception procedures for targeted postgraduate study must be reviewed. Grants to postgraduates must be increased and concern for their housing and living conditions stepped up.

It is deemed purposeful to create doctoral study courses at leading higher education establishments and academic and sector scientific institutes. Candidates of sciences with creative achievements and sufficient scientific background in their chosen topic should be oriented toward these studies.

The organization of the improvement of teachers' qualifications on the basis of combining theoretical and practical retraining must be considerably improved and its effectiveness increased. It is envisaged that teachers will spend long periods (1-2 years) as specialists in national economic sectors and participate directly in solving production tasks.

Attention to the political education of teachers and the study by them of the current problems of Marxist-Leninist theory and CPSU policy must be improved, and the work of methodological seminars must be stepped up.

The existing procedure for issuing degrees and learned titles must be improved. The resolution of the question of issuing professorships and senior lectureships is to be passed to the USSR Ministry of Higher and Secondary Specialized Education.

A system for the competitive reelection of science teaching workers must be introduced and the demands on their teaching and scientific qualifications, ideological and moral makeup, and real contribution to the training and education of specialists must be stepped up. VUZ leaders must be given the right if necessary to establish a one year trial period before selecting a candidate for a competitive teaching post. An atmosphere of initiative and creativity, high discipline, mutual demandingness and principle, and struggle against manifestations of inertia, routine, protectionism, or other negative phenomena must be asserted in VUZ science teaching collectives.

In the next few years new VUZ's in Siberia, the North, and the Far East must be staffed with highly qualified teaching cadres. Leading professorial and teaching collectives are called upon to give all-around aid to these VUZ's, including dispatching experienced science teaching workers to participate directly in improving the educational and teaching process and the organization of scientific research.

Conditions must be created for extensively involving major national economic specialists and workers at scientific institutes in teaching work. Remuneration procedures must be established to stimulate their participation in training and improving the qualifications of cadres. Faculties covering general scientific disciplines must be reinforced with university-educated specialists.

Lists of professorial and teaching posts must be drawn up in accordance with the present-day demands of the teaching process. The salaries of workers in higher educational establishments must be increased and the material incentives for teaching must be stepped up. Measures must be implemented to improve the pensions provided to VUZ professors and senior lecturers. Constant attention must be devoted to improving the working and living conditions of professorial and teaching cadres and to their medical, sanatorium, and resort services. It would be expedient to introduce the honorific title "Meritorious Union Republic Higher Education System Worker."

VIII. Stepping Up the Role of the Higher Education System in Retraining Specialists and Improving Their Qualifications

Under conditions of the present-day scientific and technical revolution and the rapid aging and renovation of scientific knowledge, equipment, and techniques the paramount task is to objectively ensure the general post-VUZ education of specialists.

A unified state system to ensure the retraining and vocational growth of cadres must be created on a new footing. It is necessary to move away from the existing procedure in the country for periodically (and in practice sporadically) improving cadres' qualifications to a system of continuous and effective replenishment and renovation of their knowledge. It must become an immutable rule that every worker should devote a certain amount of time during the day, week, month, and year to improving his qualifications and assimilating the modern achievements of science, technology, culture, and front-ranking experience.

To that end it is necessary to create at associations, institutes, enterprises, and all organizations various permanently operating forms of continuous training for specialists, viewing this as a most important condition for ensuring the effective activity of any labor collective. At the same time it is necessary to strive to ensure that all specialists fundamentally renew their professional knowledge at least once every five years at special teaching establishments, predominantly through release from work for up to three months. Furthermore, specialists and leading cadres must be trained and retrained as production needs dictate.

In accordance with present-day demands it is planned to develop on the necessary scale and to regulate the state network of educational establishments, including sector, intersector, and regional establishments, which must meet the various needs of training a contingent of cadres--from the needs of self-education and consultations on specific questions to the acquisition of related specialisms. In national economic sectors it is vitally necessary to have teaching centers, schools, faculties, and institutes for improving qualifications. In order to coordinate and organize the entire multifaceted job of renewing the knowledge of workers in each sector it is expedient to create a head institute for improving qualifications. It is necessary to ensure that the activity of these institutes is coordinated with the work of the scientific and technical information services.

Improving the role of the higher education system and making fuller use of its science teaching cadres in retraining specialists is a task of statewide importance. In cooperation with ministries and departments, intersector and sector teaching centers, institutes, and faculties for improving qualifications and retraining specialists must be organized at VUZ's, primarily in the new avenues of science and technology. The creation of financially autonomous courses of VUZ's for citizens wishing to acquire knowledge by following a certain program, to become skilled in and familiar with the assimilation of computer equipment, to study foreign languages, and so forth is to be implemented. With a view to regulating work with cadres who are improving their qualifications independently, special services (departments) are to be set up at VUZ's for carrying out consultations and monitoring the standard of their knowledge.

It is necessary to step up the organizational and methodological leadership of and the state inspections carried out by the USSR Ministry of Higher and Secondary Specialized Education of the entire system of the continuous improvement of qualifications—in terms of the content of the teaching, the development of educational establishments of this type, and the coordination of their activity irrespective of their departmental affiliations.

It is important to improve the personal responsibility and interest of cadres, making their job certification, the professional growth of specialists, and their pay scales directly dependent on the results of improving qualifications. All types and forms of improving qualifications must be reflected in specialists' certificates of qualifications.

Alongside this it is necessary to considerably improve the responsibility of the leaders of ministries, departments, enterprises, organizations, and institutes for the standard and timeliness of the training of cadres to resolve new tasks in both production and nonproduction spheres and for the creation of the necessary conditions to ensure the effective activity of all components of the system for improving qualifications. The work of this system must be subordinated to the tasks of successfully fulfilling the plans for the economic and social development of the country, national economic sectors, associations, and enterprises.

The steady and rapid assimilation of the achievements of science, technology, and front-ranking experience must become a norm and vital requirement for each specialist. The state undertakes to provide all citizens with favorable conditions for constantly improving their qualifications on the basis of creating and developing a unified continuing education system. At the center of this system is the higher education system, which is responsible for training highly qualified teaching cadres from preschool institutions to VUZ's, is called upon to arm specialists with developed habits in renewing the knowledge they have acquired as well as with a fundamental basic education, and is obliged to deepen its influence on all forms of improving qualifications.

IX. The Technical Reequipping of the Higher and Secondary Specialized Education System is an Indispensable Condition for Improving the Effectiveness of its Activity

The complication of the tasks of the teaching and educational process and the development of scientific research require the cardinal resolution of a range of questions of strengthening the material and technical base of the higher and secondary specialized education system. It is necessary to ensure the purposeful allocation of the necessary resources to this sphere, including those from considerable increases in the funds provided by the relevant sector ministries and departments. It is necessary to strive for full and rational use of the funds channeled into developing higher and secondary specialized educational establishments. At the same time the line of making increasingly active use of the modern base of associations, front-ranking enterprises, and scientific institutes for educating students must be steadily followed.

The teaching and laboratory areas of VUZ's and technical colleges must be brought up to the established normatives and places must be provided in hostels for needy students and postgraduates. To this end it is necessary to build teaching and laboratory buildings to a total area of approximately 18 million square meters as well as hostels to provide 630,000 places for postgraduates. The proper conditions must be created for all students to conduct independent studies and to expand their cultural outlook, physical fitness, and sporting prowess. Housing must be built for professorial and teaching staff. Leisure services for VUZ students and teachers must be organized to modern standards.

The planning of VUZ science teaching complexes and campuses must be improved and must provide for the construction of specialized social, leisure, cultural, and sports projects and buildings. Architectural and planning decisions must accord with the highest aesthetic demands of urban planning.

Using funds transferred by national economic sectors to the higher education system, ministry and department plans must envisage the laying down of limits for project research and construction and installation work in the construction of higher educational establishment buildings.

A unified technical policy must be pursued in the sphere of equipping higher and secondary specialized educational establishments with laboratory equipment, visual aids, and technical teaching aids, bearing in mind a sharp improvement in the standards of the teaching process. Scientifically substantiated normatives for this equipping must be developed. The production of standard teaching laboratory equipment must be developed as an independent national economic subsector. The design and production base for the creation of teaching laboratory equipment must be strengthened and the capacities of sector ministries must be utilized to produce this equipment. Deliveries of printing and duplication equipment for the higher education system must be increased. Particular attention must be devoted to developing the material base of VUZ libraries and renewing their stocks.

In the 12th 5-Year Plan it is necessary to fully meet the requirements of the teaching process for computer equipment. Approximately 130,000 work stations equipped with personal computers and terminals must be created. Work on organizing collectively used inter-VUZ networks and data bases must be expanded and the information services provided to the teaching process and scientific research must be improved. The formation of inter-VUZ programming centers must be launched. A unified corpus of algorithms and programs for the higher education system must be organized, as must the publication and support of application program packages.

X. Improving the Administration of Higher and Secondary Specialized Education in the Country

Improving the centralized leadership of the system of training, retraining, and improving the qualifications of cadres, together with expanding the democratic management initiative, independence, and creative enterprise of educational establishments and stepping up their responsibility for all

questions of the education and training of young students constitute urgent demands of the time.

It is necessary to considerably enhance the role of the USSR Ministry of Higher and Secondary Specialized Education in implementing a unified state policy in the sphere of training and retraining specialists, to focus its attention on solving the fundamental questions of the development of higher and secondary specialized education, to expand its rights, and to fully ensure:

High-quality, scientific substantiation of long-term forecasts and future and current planning of higher and secondary specialized education, taking account of the trends in and development rates of the country's production forces. On this basis the specialization of VUZ's must be deepened, cooperation must be expanded, unjustifiable parallelism in cadre training must be eradicated, and the list of specialisms and the content of education must be constantly improved;

The effective utilization of the integration of the higher education system with production and science in the interests of raising the standard of cadre training and retraining and the effectiveness of scientific developments. The USSR Ministry of Higher and Secondary Specialized Education must regulate the scale of specialist training and scientific research in VUZ's under different jurisdictions within the framework of state plans, taking account of the size of the funds allocated by sectors for these purposes;

And improvements in the effectiveness of the scientific and methodological leadership of higher and secondary specialized educational establishments in the country, by stepping up the USSR Ministry of Higher and Secondary Specialized Education's influence on sector groups at educational establishments--via methodological associations--and coordinating their activity in cities and economic regions through higher education system regional centers. It is planned to step up the monitoring functions of the USSR Ministry of Higher and Secondary Specialized Education and state teaching quality inspectorate and to introduce certification of VUZ's. The USSR Ministry of Higher and Secondary Specialized Education's influence on the selection and placement of science teaching and leading cadres must also be stepped up, expanding its rights with respect to the appointment and dismissal of VUZ reactors, irrespective of their departmental affiliations.

The organization of the USSR Ministry of Higher and Secondary Specialized Education's teaching and methodological associations into groups of related specialisms on the basis of front-ranking VUZ's is called upon to intensify the scientific foundations of the administration of teaching establishments. Associations will help the VUZ's to regularly reflect in the teaching process the urgent interests and development trends of the relevant sectors of science and technology. They will help to focus scientists' efforts on carrying out the most important scientific research work in their fields and on organizing and providing the scientific methodological backup to allow teachers and specialists in the given field to improve their qualifications and retrain.

The activity of the USSR Ministry of Higher and Secondary Specialized Education's regional centers must be based on the positive experience amassed in the country of the work of councils of rectors and directors of secondary specialized teaching establishments. It would be expedient to task these centers with generalizing and disseminating front-ranking experience in the sphere of teaching methodology and educational work, coordinating the scientific research activity of VUZ's with respect to territorial subjects, and giving scientific and technical assistance to a region's enterprises and organizations. The creation within these centers of inter-VUZ science teaching subdivisions, computer centers, libraries, printing facilities, experimental production enterprises, repair and construction organizations, and medical, housing, cultural, and consumer institutions must be envisaged.

The periodic certification of VUZ's with respect to the standard of organization of the teaching and educational process, the existence of the proper qualifications among science teaching cadres, and the presence of the relevant material and technical base should form the basis for regulating the list of specialisms and the scale on which specialists are trained in a given VUZ. The results of certification must be used to determine those VUZ's which are given the right and opportunity to carry out in-depth extended cadre training and to improve teachers' qualifications. It is planned to ensure the gradual concentration of the training of specialists by enlarging [ukrupneniye] VUZ's and regulating the network of higher educational establishments.

The line of expanding the rights and responsibilities of VUZ's, excluding petty regulation of their activity, and eradicating formalism and paper-pushing must be followed. The administrative structure of higher educational establishments and faculties must be improved and subunits providing scientific methodological leadership of the teaching process must be strengthened.

Sector ministries and departments with higher and secondary specialized educational establishments under their jurisdiction must substantially improve the level and effectiveness of their leadership of them and fully ensure the closest links between educational and scientific production activity, while simultaneously overcoming manifestations of a narrowly departmental, pragmatic approach to training and the execution of scientific research. The formation of each VUZ as a genuinely sectoral teaching, scientific, and production complex on the basis of the organic pooling of the cadre, material, and technical potential of educational establishments and enterprises in the interests of scientific and technical progress must be accelerated.

Union republic councils of ministers must considerably improve their leadership of higher and secondary specialized educational establishments under republic jurisdiction. It is necessary to channel the activity of VUZ's and technical colleges under departmental jurisdiction into the successful resolution of the tasks of providing cadre backup for republic and territorial national economic complexes by participating in interrepublic cooperation in the training of specialists. The efforts of interested republic ministries and departments must be pooled to strengthen the teaching laboratory base of educational establishments.

The paramount duty of all higher and secondary specialized educational establishments' administrative organs is to investigate the state and activity of each VUZ, technical college, and college in the shortest possible time, to competently assess their scientific and teaching potential and their place and role in collaboration with interested sectors, and to outline specific measures stemming from the tasks of restructuring the higher and secondary specialized systems.

National economic planning for the training of specialists must be improved and the responsibility of ministries, departments, and enterprises for defining cadre requirements must be increased. State, republic, and sector economic and social development plans must make provision for the task of training specialists, scientists, and science teaching workers, improving their qualifications, and retraining them. The USSR Gosplan and the USSR Ministry of Higher and Secondary Specialized Education together with interested ministries and departments must ensure comprehensive cadre backup for the most important state programs: the Food, Energy, and Machine Building programs; the chemicalization of the national economy; the development, production, and utilization of computer equipment and automated systems; the development of consumer goods production and the services sphere, and other all-union programs.

The USSR State Committee for Labor and Social Problems must step up state inspections of the use of specialists in the national economy, with extensive participation in this activity by the administrative organs of higher and secondary specialized educational establishments. The levers of economic and social influence on departments and enterprises which permit a wasteful attitude to the use of cadres must be actively utilized.

Union republic communist party central committees and party kraykoms and obkoms must improve party leadership of educational establishments, enhance the role and responsibility of their primary party organizations in the selection and placement of leadership and science teaching cadres, and create an atmosphere of high principle and genuine creativity in collectives. The line of increasing the proportion of party members among teachers, science workers, and young students must be followed, and the party must attentively monitor every day the resolution of cardinal questions of the activity of VUZ and technical college collectives: improving teaching and educational work, boosting the efficiency of scientific research, strengthening the material and technical base, improving the qualifications of science teaching cadres, and stepping up their responsibility for the quality of the training of specialists.

The attention paid by trade union and Komsomol organizations and Soviet and economic organs to the activity of higher and secondary specialized educational establishments, institutes, and faculties for improving qualifications and retraining cadres must be stepped up.

The development and improvement of national education is one of the most important avenues for the creative activity of the Communist Party and the Soviet state and a key question of cadre policy at the contemporary stage.

In the process of restructuring it will be necessary to consolidate the best of what has been achieved and strengthen the fundamental foundations of the socialist vocational education system. At the same time it is necessary to eradicate all obstacles in the way of its further development, to open up extensive scope for creativity and initiative, and to increase the contribution of the higher and secondary specialized education systems and the system for improving qualifications to the development of Soviet society, the growth of its economic, scientific, technical, and cultural potential, and the strengthening of the country's defense capability.

The restructuring of the higher and secondary specialized education system must be a major measure on a statewide scale. Taking into account the comprehensive and profound nature of the measures outlined, it would be expedient for them to be phased in. Restructuring must be carried out in close connection with the resolution of the economic, social, organizational, and administrative tasks put forward by the 27th CPSU Congress.

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CSO: 1828/119

DEMOGRAPHY

CARTOON COMMENTARY ON DECLINE IN RURAL POPULATION

Moscow TRUD in Russian 10 Jun 86 p 4

[Cartoon]



--How can it be pulled out if only grandma and myself are the only ones left in the country?

Drawing by S. Semenov

[Cartoon alludes to folktale "Repka" ("The Turnip"), where other family members could be called upon to assist in task.]

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CSO: 1828/121

GENERAL

SOCIAL FACTORS INFLUENCING DEMOGRAPHIC POLICY IN USSR

Moscow VESTNIK STATISTIKI in Russian No 3, Mar 86 pp 11-17

[Article: "Demographic Policy In the USSR"]

[Text] The developed socialist society which has been constructed in the USSR has at its disposal the tremendous capabilities of a planned economic system. It does not experience unemployment, inflation or crises. The highest goal of the Communist Party is a continual rise in its people's material and cultural level and the creation of the best conditions for all-round development of the individual on the basis of further increases in the efficiency of public production.

Since the very first years of its existence, the Soviet State has pursued a policy aimed at rational development of population and creation of the optimum conditions for population reproduction. Among the radical social transformations which have had a direct influence on demographic processes, particularly noteworthy is the abolishment of all forms of inequality between men and women, as set forth in one of the first decrees issued under Soviet power. The necessary conditions have been created for women to participate actively in all sectors of the national economy. At the present time women account for 51 percent of the total number of blue- and white-collar workers, and in some sectors of the economy -- retail trade, food services, health care, physical education and social security -- they account for over 80 percent of those employed. Their social activism is brilliantly demonstrated by their participation in the government of the state. Of the delegates to the highest organ of state power -- the USSR Supreme Soviet -- almost one-third are women. In the Supreme Soviets of the union republics women account for over one-third of all delegates, and in the Supreme Soviets of autonomous republics and in local soviets of people's deputies this figure ranges from 40 to 50 percent. Women also participate widely in various public organizations.

Under conditions of universal employment, measures to improve the status of working women and to provide them with legal and material advantages also help to optimize conditions for population reproduction. The special features of regulations governing women's labor are reflected in the Basic Legislation of the USSR and its union republics on labor, as well as in union republics' law codes pertaining to labor. In these documents it is stated that it is forbidden to employ female labor for heavy jobs, under hazardous conditions

and during nighttime hours. On the other hand, refusal to accept a woman for a job due to pregnancy or the necessity of feeding a child is punishable under law.

In the USSR a series of measures which protect mothers is in effect. Pregnant women are granted time off for a period of 56 calendar days before and 56 calendar days after delivery. In the case of twins or other multiple births, or in the event of complications, post-delivery leave is extended. During the leave period decreed by law, all working women are paid maternity benefits equal to their full salary, regardless of the length of time they have been employed. Mothers of large families have privileges in regard to pensions. Current legislation grants each pregnant woman free expert care during pregnancy and free medical assistance during delivery. In 1984 there were 11,000 consulting clinics and 244,000 beds for pregnant women and newborns in the USSR. At the present time virtually all women receive medical assistance during delivery.

In the USSR a well-developed system of facilities provides health care for children. If a child become ill its parents are provided with a medical certificate and a guide to patient care. Children up to the age of one year are examined once a month at their place of residence.

The state renders the family a great deal of assistance in the upbringing of the younger generation. Over 600 rubles are spent annually to care for each child in a nursery, and over 500 rubles are spent for each child in kindergarten. A total of 80 percent of these expenses are paid by the state.

In our country there is free education. Annual state expenditures per student equal: over 200 rubles in general education schools, over 750 rubles in secondary specialized educational institutions, and approximately 1,200 rubles in VUZ's. During the 1984-85 academic year 76 percent of all students enrolled in the daytime sections of VUZ's received scholarships. Practical protection for mothers and children in the USSR exceed internationally recommended standards in these areas.

The development of health care has been one of the most important factors in lowering rates of illness and mortality among our country's population. The Soviet State was the first in the world to take upon itself the entire responsibility for the health of its people. The right of citizens to health care is guaranteed by the USSR Constitution. This right is being ensured through further improvement of the state health care system, through development of safety techniques and production sanitation and through environmental protection measures.

Significant changes have occurred in demographic processes as the result of implementation of social policy in our country during the years of Soviet power. Prerevolutionary Russia was among the nations of the world with the highest mortality rates. In 1913 the mortality rate in Russia was higher than in the United States and a number of European countries by a factor of more than two. The child mortality rate was especially high; over one-fourth of all newborns died during their first year, and almost one-half of all children did not reach the age of five.

The mortality rate in the USSR declined at a very rapid pace, particularly during the 1920's and 1950's. The successes achieved during the first period were above all the result of the restructuring of society, the system of measures undertaken by the new socialist state to combat hunger and infectious diseases, introduction of sanitary conditions, protection for mothers and children and improvement of working conditions. Our country has eliminated such infectious diseases as plague, smallpox and parasitic typhus. At the present time there remain only isolated cases of malaria, polio and diphtheria, and the morbidity of other infectious diseases continues to decline.

The successes in lowering rates of illness and mortality achieved after the Second World War were to a significant degree tied in with the introduction of effective medicines into medical practice on a mass scale. During the first 15 years after the war average lifespan increased by over 20 years.

Industrialization, the consequent growth of urban population and ever more widespread employment of women in public production have played a significant role in lowering birth rates. Overall birth rates were particularly low during the 1960's, since at that time women born during the Second World War, when birth rates were very low, began to enter the 20-29 age group. A drop in birth rates in certain parts of our country to the level of simple replacement and even lower has made it essential that a more active demographic policy be conducted.

The basic directions for the economic and social development of the USSR during the 1981-1985 period and up to 1990 have provided for the conducting of an effective demographic policy, reinforcement of the family as the most important nucleus of socialist society, and creation of the best possible conditions for women to combine motherhood with active participation in labor and social functions; they provide for improved care for children and invalids at society's expense and realization of a system of measures to increase people's lifespan and number of working years and to improve their health.

It has also been established that public consumption funds will be increased by 23 percent and the role of payments and services offered the public from these funds in resolving production-related and sociodemographic problems will also be expanded. State assistance to families with children and to newlyweds will be increased; food service and other services for children in preschool facilities, boarding schools, dormitories attached to schools and children's homes will be improved; provision of free textbooks for students in general education schools will be fully implemented. The number of children in preschool facilities funded by the State budget will be increased by 1985 by 22.6 percent as compared to 1980, the number of students in extended-day schools and groups by 27.5 percent, and the number of hospital beds by 9.2 percent.

All this reflects the nature of our demographic policy and is also indicative of the fact that it forms an integral part of the state's social policy; it is aimed at further improving the well-being of the people, protecting their

health and taking greater responsibility for the condition of mothers and children. As these tasks are carried out the basic objective of demographic policy, the ensuring of stable population reproduction, is achieved.

Also planned for the 1986-1990 period and for the period up to the year 2000 is an active demographic policy which will take into account the specificity of various regions of our country. This policy will be realized in the process of implementing state plans for economic and social development.

Concurrently the government is adopting special resolutions which augment the importance of individual sections of demographic policy and hasten attainment of stated objectives. For instance, in 1981 the CPSU Central Committee and the USSR Council of Ministers passed a joint resolution entitled "On Measures To Increase State Assistance To Families With Children." This resolution provides for a system of measures aimed at improving children's upbringing, providing working women with more opportunities to combine employment in public production with motherhood, reducing the differences between families' standards of living resulting from additional children, and creating favorable living conditions for young families. A great deal of attention is being focused on: expansion of the network of preschool facilities and extended-day schools and improvement of their operations; encouragement of the practice of having women work a partial workday or partial workweek, according to a flexible schedule or at home. A one-time subsidy of 50 rubles upon the birth of their first child has been introduced for women who are working or studying full-time; this bonus increases to 100 rubles upon the birth of the second or third child.

Partially paid leave to care for a child until its first birthday is available to working mothers. In addition, additional unpaid leave until the child reaches the age of 18 months is available at the mother's request.

Furthermore, in accordance with the resolution mentioned above, working mothers with two or more children under the age of 12 are granted an additional three days of vacation, as well as up to two weeks of additional unpaid leave to care for their children, subject to agreement with the administration. The resolution also focuses serious attention on the expansion of work to propagandize demographic knowledge and intensified educational work to strengthen the family.

For the purpose of carrying through the tasks of demographic policy with regard to improvement of the people's health, the CPSU Central Committee and the USSR Council of Ministers have adopted a number of resolutions dealing with the development of health care services. These resolutions propose large and specific tasks for improving the organization of medical assistance to the public, stepping up disease prevention work, issuing warnings concerning the possibility of serious injuries, cleaning up the environment and improving Soviet people's working, living and recreational conditions. The primary task is to achieve steady reduction of the incidence of and mortality due to pulmonary diseases, malignant tumors, diseases of the circulatory system and accidental injuries. Particular attention is being devoted to raising the

public's level of sanitation and hygiene, combatting harmful habits, introducing a more rational regime of labor, recreation and nutrition, and improving the organization and quality of the health care system's operations.

Definite success has been achieved in the fulfillment of the 11th Five-Year Plan and the resolutions mentioned above. The number of permanent preschool facilities increased from 128,000 in 1980 to 138,000 in 1984; the number of children attending them increased from 14.3 million to 16 million. In addition, seasonal preschool facilities are being organized in the summer months; in 1984, for example, these reached over one million children. Allocations for pregnancy and childbirth subsidies, one-time childbirth payments and childcare up to the age of one year increased from 1.6 billion rubles in 1980 to 3.7 billion rubles in 1984. A great deal has been done to improve public health care. Budget allocations in this area have increased; in 1984 over 17 billion rubles were allocated for health care and physical education. The number of doctors in the USSR today is over one million (equal to more than 40 doctors per 10,000 citizens). A comprehensive program of measures to expand disease prevention and improve public health has been drawn up. Today over 65 million people are under ongoing medical supervision. Almost 120 million individuals undergo annual preventative medical checkups. The network of sanatoriums, spas, guest houses and tourist camps is expanding; serving over 45 million people, one-fourth of them provide free or advantageously priced vacations.

All the measures listed above are having a positive effect on population reproduction. The number of births per 1,000 people has increased from 18.5 in 1981 to 19.8 in 1983. This was the greatest number of births (5.4 million) in any year since the Second World War. During 1984 and 1985 the overall birth rate remained at roughly the 1983 level.

The increase in the birth rate during the first half of the 1980's was greatest in the RSFSR, in the Soviet Baltic republics, in the Ukraine and in Belorussia, i.e. in those areas with the highest level of female employment and the lowest birth rates. This is evidence of the fact that the orientation of demographic policy toward creation of the best conditions for combining motherhood with active participation by women in economic and social activities coincides with the needs of families.

Research has shown that female employment is one of the most important factors influencing the birth rate. For example, the results of the 1979 USSR Census indicate that working women bear fewer children than nonworking women. Another factor which has a strong influence on the birth rate is educational level (the higher the level of education, the lower the birth rate). Thus, at the time of the 1979 census every 100 women of age 15 and older bore 196 children; women with higher education bore 128 children, those with secondary education 137 children, those with incomplete secondary education 165, and those with elementary education alone 272.

Positive changes were also observed in the trends exhibited by public health indices: the mortality rate is decreasing in some age groups, and the incidence of some diseases is declining. For example, the number of cases of measles dropped from 343,000 in 1981 to 253,000 in 1984.

Continuation of these trends in the birth and death rates will help to improve further the age and sex structure of the population, which is still registering the effects of the Second World War. We should note that that war cost the lives of over 20 million Soviets. In addition, the indirect losses were great; these resulted from the sharp decline in the birth rate during the war years. After the war, the demographic effects were sharply evident during the 1960's. Population growth declined from 1.8 percent in 1960 to .9 percent in 1969. This was linked to a tremendous degree with a cause which has already been cited: the small cohorts of young people born during the war years were reaching marriage age.

The effects of the war are also making themselves felt in the 1980's, when the young people born during the 1960's are reaching working age (16-59 for men, 16-54 for women). Their numbers are less than those reaching the same age during the 1970's. At the same time, large cohorts of elderly people are leaving the working-age population group. As a result there is occurring a slowing of the growth rate of labor resources, which in turn gives rise to certain difficulties in providing enough manpower for expanding production.

Preservation of lasting peace, reduction in armaments and disarmament will make it possible to speed up economic and social development and thereby resolve existing demographic problems, particularly in the developing countries. This was the stance of the Soviet delegation to the International Population Conference in Mexico City in August 1984; this position was supported by various countries. In the "Recommendations On the Further Implementation Of the World Plan Of Action In the Realm of Population" adopted by the conference, the important section entitled "Peace, Security and Population" was included. This section underscores the need to resolve tasks relating to peace, security, disarmament and international cooperation for the sake of socioeconomic development and improvement of the demographic situation.

Demographic policy in the USSR, as an inseparable part of socioeconomic policy, actually encompasses various aspects of population movement as well, including internal migration, which is encouraged by high rates of economic and social development. Movements of population from one place to another occur at the wish of the individual citizen, largely in connection with professional moves (change of workplace), study and changes in place of residence. The state, by exerting an influence on migration, stimulates the movement of population in the directions required by the national economy, primarily into regions with a shortage of labor resources. It oversees the staffing of enterprises in these regions, and sends graduates of higher and secondary specialized educational institutions there according to plans. The expenses incurred during moves and during the process of settling migrants in a new location are paid by the state.

With a view toward more rational population distribution in the USSR, a policy of limiting the growth of large cities and developing small and medium-size ones is being consistently pursued. Also, in connection with intensive development of rural regions and implementation of the Food Program, which was adopted in 1982, the state is interested in lowering the rate of migration

from villages to cities. The progress which has been made in this respect has been achieved thanks to an accelerated rate of construction of comfortable homes, schools, preschool facilities and clubs in rural areas, as well as by expansion of public medical, retail and domestic services. All this helps keep population in the villages, reduces the rate of migration from villages to cities and improves the age and sex structure of the population in various regions of our country.

One of the most important directions in the growth of the people's welfare is improvement of the social security system, which exerts a definite influence on demographic processes. At the beginning of 1985 there were 55 million recipients of pensions in the USSR; of these 38 million were recipients of old age pensions, starting at the age of 60 for men and 55 for women. Blue- and white-collar workers employed in underground work, in hot shops and on other jobs involving difficult working conditions begin receiving their pensions from five to ten years earlier.

Pensions in the Soviet Union are paid completely out of the funds of the state and kolkhozes without any deductions from workers' salaries. They are also constantly being improved. The minimum amounts of old age and disability pensions for blue-collar workers, white-collar workers and kolkhoz members are being raised, as are pensions received due to the loss of the principal earner in a family. Further equalization of social security benefits between kolkhoz members and employees of state enterprises is planned. In accordance with the Basic Directions for the economic and social development of the USSR during the 1981-1985 period and up to the year 1990, pensions for blue- and white-collar workers and their families are being increased if they were fixed at a level of up to 60 rubles over 10 years ago; this has made it possible to bring them closer to the amount of pension paid for comparable professions and skills levels at the present time. During the 1986-1990 period and up to the year 2000, further increases in the minimum amounts of old age and disability pensions for blue- and white-collar workers are planned, as are increases in pensions previously granted to kolkhoz members.

The state is very much concerned about the welfare of veterans of the Great Patriotic War of 1941-45 and the families of soldiers killed in the war. Steps are being taken to further improve their living conditions.

Solution of the housing problem is of great importance in successfully carrying out demographic policy. This problem is always the subject of a great deal of attention in the Soviet Union. According to the USSR Constitution citizens have a right to housing. This right is guaranteed by development and preservation of available state and public housing, assistance for cooperative and individual construction and equitable distribution under public supervision of the living space made available through realization of the program for construction of finished apartments, as well as by low-cost rent and municipal services.

Housing construction in the USSR is being carried out on a large scale. Between 1956 and 1985 3.108 billion square meters of total (usable) space were constructed in our country; this equals 76.4 percent of all housing in existence at the beginning of 1986. Today the average per city resident is

13.9 square meters of total living space, as compared to 6.5 square meters in 1940. During this time urban population increased by a factor of three. It is important to note that the volume of housing construction has since 1966 remained stable from one five-year plan to the next at a level of 520-550 million square meters.

Observation of the process of implementation of demographic policy is conducted both with the aid of current statistics and with population censuses and surveys. In January 1985 a selective (five percent) sociodemographic population survey was conducted. The program of this survey included a broad range of questions, including more thorough study of birth rates and marriage rates in conjunction with housing conditions, income, educational level and other indices. The results of this survey give us an additional opportunity to evaluate the effectiveness of demographic policy measures and to chart ways to improve this policy.

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